



ILO EVALUATION

- **Project Title:** Improving decent work opportunities for youth through knowledge and action (Work4Youth)
- **TC/SYMBOL:** GLO/11/01/MCF
- **Type of Evaluation:** Midterm Independent Evaluation
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- **Date of the evaluation:** October 2013 (field mission)
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- **ILO Administrative Office:** Management and Coordination Unit of Employment Policy Department

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.

**Work4Youth – Improving decent work
opportunities for youth through knowledge and
action**

Mid-Term Independent Evaluation

Final Evaluation Report

Prepared by Thomas Otter

January 29, 2014

Preface

This evaluation report was prepared by Thomas Otter, acting as an external international evaluation consultant. The evaluation was launched in July 2013 under the guidance of ILO's Evaluation Unit.

The evaluation drew from the input from a wide range of individuals inside and outside the ILO. The evaluation thanks the representatives of global and national tripartite constituents for their inputs at the design, implementation and completion stages of the report.

Specific appreciation goes to the staff of W4Y (particularly to Gianni Rosas, Sara Elder and Valentina Barucci) and the evaluation manager (Yuka Okumura), who provided their time and extensive documentation to the evaluator and prepared logistics and meetings. Also much appreciated was the support provided by ILO field offices in Lusaka (Zambia – Belinda Chanda and John Banda), Skopje (Macedonia – Emil Krstanovski) and in Phnom Penh (Cambodia – Lodi Peng and Sophorn Tun) who supported the country missions for case study development.

Contents

Preface	3
Executive Summary	7
1. Introduction	11
1.1. Background and antecedents	13
1.2. Global employment trends for youth	14
1.3. Global Employment Agenda	14
1.4. Purpose and scope of the evaluation	15
1.5. Evaluation methodology	17
1.5.1. Evaluation criteria	17
1.5.2. Evaluation questions	18
1.5.3. Analysis of available information	20
1.5.4. Limitations of the evaluation process	20
2. Project Status	21
2.1. Goals and objectives of W4Y	21
2.2. Project strategy	22
2.3. Results chain	23
2.4. Project progress status	25
3. Findings and answers to the evaluation questions	27
3.1. Relevance and validity of design	27
3.2. Effectiveness	30
3.3. Efficiency of resource use and management arrangements	45
3.4. Preliminary comments regarding sustainability	52
4. Conclusions	55
5. Recommendations	56
6. References and bibliography	59
Annexes	61
Template for Lessons Learned and Emerging Good Practice	

List of Tables, Figures and Boxes

Table 1: Overview of the average performance ratings by criteria	9
Table 2: W4Y target countries for national surveys	22
Table 3: Overview of the average performance ratings by criteria	27
Table 4: Progress summary based on key performance indicators	31
Table 5: Workload W4Y technical support to SWTS implementing institutions	33
Table B1.1: Which are the main contributions of the SWTS survey reports so far towards the efforts to take action on the youth employment problems in your country (please select the 3 most important ones)?	36
Table 6: Progress Summary - Mainstream Media (as of September 2013)	41
Table 7: Progress Summary - Social Media (as of September 2013)	41
Table 8: Achievement of objective dissemination by activity	42
Table 9: Output production for the third quarter of 2013	47
Table 10: W4Y cash flow between June 2011 and September 2013 (US\$)	50
Figure 1: Work4Youth summary of survey-based research and knowledge dissemination	23
Figure 2: W4Y project and youth employment policy results framework	24
Figure 3: Progress comparison: surveys versus national reports as of Sept. 30, 2013	25
Figure 4: Youth and adult unemployment rates for the main regions of the world, 2012	28
Figure 5: Increasing delivery	51
Figure 6: Resource use by type of expenditure	52
Box 1: Workshop participants and stakeholder evaluation e-survey	35
Box 2: <i>Status quo</i> of youth employment policy dialogue in visited countries	38

Abbreviations

CEPOL	Country Employment Policy Unit
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DWCP	Decent Work Country Programme
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	UN Economic and Social Council
EVAL	ILO's Evaluation Office
FYR	Former Yugoslav Republic
GEA	Global Employment Agenda
GET	Global Employment Trends
GJP	Global Jobs Pact
HQ	Head Quarters
IFI	International Financial Institutions
ILC	International Labour Conference
ILO	International Labour Organisation
ITC	ILO Training Centre Turin
MDG	Millennium Development Goal
MCF	The MasterCard Foundation
M&E	Monitoring and Evaluation
NAP	National Action Plan
NGO	Non Governmental Organisation
NEP	National Employment Policy
NSO	National Statistical Office
P&B	Programme and Budget
Q 1,2, 3, 4	Quarter 1, 2, 3, 4 (of a year)
PRSP	Poverty Reduction Strategy Paper
PSA	Public Show of Affection
SPF	Strategic Policy Framework
SWTS	School to Work Transition Survey
TC	Technical Cooperation
UN	United Nations
W4Y	Work four Youth
YEP	Youth Employment Programme
YouthPOL	Youth Policy (data base)
YouthSTATS	Youth Employment Statistics (data base)

Executive Summary

This mid-term evaluation covers the progress made within the Work4Youth (W4Y) project between its beginning in May 2011 and October 2013, when the data collection for this report was completed. The W4Y project is first and foremost a knowledge generation and research project, carried out in 28 different countries. This evaluation addresses the progress achieved in four of these 28 countries; Cambodia, FYR Macedonia, Malawi and Zambia.

Relevance / Validity of design

The W4Y project is thematically relevant regarding the striking level of importance governments give to the youth employment problem all over the world. The project has a high level of relevance, strategically and institutionally for ILO, since it helps to implement important recommendations made to ILO back in 2009 by the *Independent evaluation of the ILO's strategy to improve member States' capacities to develop policies and programmes focused on youth employment*. It also directly contributes to the implementation of the 2012 recommendation on youth employment 'Call for action', formulated by ILO constituents in conclusion to the 101st International Labour Conference in Geneva. The results framework of the W4Y proved to be relevant regarding national reports and for the GET Youth report. There is still, however, insufficient evidence to allow for an in-depth analysis of the relevance and validity of design of YouthPOL and regional reports.

Effectiveness

The W4Y project has so far proved to be capable of achieving satisfactory levels of effectiveness. It managed to achieve the required country context adaptation and provide technical assistance to NSOs to a satisfactory level. The project has followed so far a pragmatic approach of capacity building (learning by doing) for SWTS implementation, with satisfactory results. The project already envisages the possibility of a more structured process of capacity building for SWTS results analysis, through a (still not approved) training course. This evaluation found important evidence, which proves that SWTS results are used almost immediately after their availability for policy dialogues. Stakeholders find the immediate use of SWTS results in a policy dialogue as being precisely the biggest contribution of the project (even more important than the conceptual innovation SWTS provide). Stakeholders confirm that these newly informed policy dialogues have already achieved some changes and expect much more (policy) change still to come. At the same time, however, they have the impression that the project could do even better (levels of satisfaction with the project results lower than expected), as expressed through an electronic survey among SWTS results presentation workshop participants.

The overall result of the communication campaign contributed importantly to the visibility of the SWTS findings and hence supports an inclusive policy dialogue. Experiences with the W4Y implementation approach so far suggest that some adjustments are required regarding the way national reports are prepared and presented. The project managed to provide added value through conceptual innovation regarding a better understanding of country-specific characteristics of the school-to-work transition. However, the country-specific policy implications of this added value are not yet fully understood by the audience (validation workshop participants). Scope, significance and consequences of the SWTS findings for national youth employment policies are not sufficiently evident in the SWTS findings presentation. Even if it is a task of the countries to elaborate these consequences for converting them into an objective of national policy answers, e-survey respondents and this evaluation have the strong impression there is space for improvement in SWTS report to make stronger points (conclusions) regarding specific national policy implications (considering that the project itself gathers information regarding national policies through the YouthPol component). Through its different departments and its partnership network, ILO provides added value to the youth

employment policy dialogue in the countries, with good prospects of additional future improvement (depending on performance and progress of country-specific policy dialogue processes).

Efficiency of resource use and management arrangements

Considering previously existing weaknesses in the (time) planning of the project, the time efficiency of the project is still satisfactory, bearing in mind the considerable delays generated at the beginning of the project. The planned schedule for the “prologue” of the SWTS – the partner identification and the preparation and kick-start of SWTS research processes in 28 countries, has been insufficient. Nevertheless, the project managed to catch up and is on schedule with most of its activities as of the end of the third quarter 2013, but behind schedule with the core activities (SWTS implementation and their reports).

Based on the implementation experience so far, it seems unlikely that the project can be finished within the envisaged timeframe, without compromising the quality of its outputs and outcomes. Financial efficiency, however, is still high and is apparently not yet compromised but might be under pressure in the future. If the quality of outputs is to be maintained to the current levels, an extension of the project’s implementation period will be required. This in turn will have financial implications. For the most part, this evaluation considers the management structure as appropriate; however, the project as such may be understaffed considering the expected results and the required quality of these results.¹

The centralized management arrangement seems appropriate, considering that the W4Y is a research project. Technical and financial support from in-house (ILO HQ) for the W4Y project (e.g. financing of three enterprise surveys² and extra financial support for the YouthPOL database) are a core element of the project’s efficiency and through this efficiency a backbone for effectiveness. The significantly detailed reporting activity requested by the donor, however, represents an important opportunity cost for the project, since it is time consuming and is required to be implemented by qualified (non-administrative) staff. In this sense, it takes away important human resources from more substantive tasks, which could help to sustain or improve the projects effectiveness.

The projects financial resources are spent at reasonable (per unit) costs. The project does not suffer problems of cash flow, since disbursements from the donor, to date are higher than resource use. The project has an unusually high budget for communication, which underlines its importance for the donor. The project shows an increasing delivery over time. Its financial administration is satisfactory and the under spending is lower than what is requested from the donor. Overall financial efficiency is supported by other activities outside the W4Y project, as for example the financing of the enterprise surveys, since they support the same outcomes and overall objectives as the W4Y project. Additionally, we have the case of one country in particular, Colombia, which has chosen to finance the SWTS with its own government resources. In Brazil, the government has agreed to finance the second round of the survey since the first round costs proved to be double the standard survey cost of first round as budgeted within the project. The budget structure and financial planning have so far not represented any obstacle for efficient resource use.

¹ This evaluation is aware that the W4Y management is not necessarily in agreement with these findings and recognizes that during interviews the W4Y team has expressed a diversity of views (including considerations pointed out in this paragraph). Having weighed up the different opinions the evaluation formed its judgement as expressed.

² Enterprise surveys were implemented in Nepal, Vietnam, Benin, Liberia, Malawi, Tanzania Tunisia and Uganda. ILO financed the surveys in Malawi, Vietnam and Tunisia (ILO Skills Department).

Sustainability

Future sustainability of today's achievements (progress in policy dialogue through a well-informed and participatory debate on youth employment) can be increased through action taken already from today. The institutionalization (in ILO and in countries) of youth employment policy activities is crucial for future sustainability. ILO ensures in-house institutionalization through the new P&B 2014-2015. The potential for institutionalization of a) the future generation of youth employment indicators, b) the youth employment policy dialogue, and c) the youth employment policy implementation seems to be increasing but needs to be addressed (e.g. through capacity building and provision of policy tools) from inside and outside the W4Y project.

Overview of performance ratings

The following table provides an overview of the average performance ratings assigned by the evaluation to the different criteria. Detailed findings, explanations and sustaining evidence are developed throughout the following chapters of this report.

Table 1: Overview of the average performance ratings by criteria

Criteria	Very Unsatisfactory	Unsatisfactory	Satisfactory	Very Satisfactory
	1	2	3	4
Relevance / Validity of design	→			
Effectiveness	→			
Efficiency / Management arrangements	→			
Sustainability	→			

Source: compiled by the evaluator based on evaluation findings

Recommendations

Regarding project design and the definition of objectives and goals:

1. This evaluation suggests reformulating the general expected project outcome as “getting the youth employment policy dialogue started” or “ensuring that SWTS findings will be used in already existing youth employment policy dialogue processes” (if any). Given the variety of policy actions that could follow the publication of survey results, and given the specificity of such actions to each country context, the project and the donor could agree on a list of indicators that could be considered as equally meaningful in indicating that change has taken place. A minimum, satisfactory number of countries to undergo such change should also be agreed upon.

Regarding required time and financial resources for quality insurance of W4Y delivery:

- ILO should be discussing possible scenarios for a required extension of the project (in order to ensure the quality of delivery and hence higher effectiveness and increased potential for future sustainability) and how additional costs could be covered (e.g. reallocation of available funds through the redefinition of minor outputs; additional funding from The MasterCard Foundation or ILO; additional funding from other potential partners).

Regarding the presentation of SWTS results and the participation of stakeholders in national workshops and youth employment policy discussions:

2. Use a slightly different language to encourage “a greater judgement of values” in the national reports. For example for a SWTS report user without deep academic background the meanings and implications of findings like “x% of youth is in stage first stage of transition” or “y% of youth uses informal channels of labour market intermediation” are not obvious. A value judgement like “this is normal”, “this is worrisome”, “this should be considered as a serious problem” will improve the immediate understanding of the meaning of SWTS findings.
3. Provide more constructive (and not only generic) hints for policy recommendation, e.g. regarding the use of specific institutional or legal framework options or regarding the use of specific youth employment policy tools already available through other ILO departments
4. Involve ministries of education in the national workshops, SWTS results discussion and youth employment policy dialogue
5. In order to increase the acceptance of the national reports, consider the possibility of providing a more extensive background on current national economy dynamics (e.g. economic structure, flow of investments) and discuss how they affect the labour market in the country, particularly for the young people, and focus the use of background literature more on national research.
6. In order to increase national capacities for the assessment of SWTS findings beyond what is included in reports prepared by W4Y, there is a future need for training, which could and should be provided by or through ILO.

Regarding required adjustments for SWTS round two:

7. In order to avoid these bottlenecks in round two, a staggered agenda of SWTS implementation could be used. This will require a planning of the SWTS implementation periods with the NSO during the final quarter of each year (since public sector action plans are defined at this time of the year together with the budget for the next year). A different alternative to avoid bottlenecks in the reports production would be to make more human resources available for national reports preparation. A third option would be to reduce the number of countries to be covered.
8. There seems to be a general policy interest in the lack or mismatch of skills. This suggests that, either the second round survey should focus more on the skills issue, or that the national reports should elaborate deeper on this issue (findings) and include policy recommendations.
9. In order to best respond to this interest, consider the possibility of including in all national SWTS reports some (general) findings from enterprise surveys. Even in case there was no enterprise survey in a country, some general findings from enterprise surveys from countries with similar conditions could be included, in order to be able to give a more complete picture and some hints regarding the point of view of employers, concerning the skills problem.
10. Before implementing the second round of SWTS, collect specific suggestions from NSOs on how to best adjust the questionnaire section, which addresses the employment history (the one which presented problems in round one). One possible option, proposed by this evaluation, is to post open (but guided) questions and let the enumerator decide on the correct categories for

the (closed) response options. Additional information could be gathered from other organizations (e.g. Eurostat).

11. If the project wanted to measure in the future its impact on youth employment (through its effect on policy design and the scope and performance of policy implementation), a monitoring of the policy dialogue and the policy implementation would be required. This evaluation is aware that it is not responsibility of the W4Y project that the policy design will take place. However, the question regarding the project's impact will arise sooner or later. Being able to respond this question in the future requires data recollection today. In order to be able to give a comprehensive response to this future challenge. Hence this evaluation recommends that ILO internally (between departments) and ILO and donors (The MasterCard foundation and others) should discuss the need of monitoring policy dialogues and the impacts of new policies on youth employment and if required the way on how to implement such a monitoring. Gathering this new information in a complementary task to the W4Y project will provide an enormous added value to the project and for ILO and the donor.

Regarding options to take full advantage (findings) from the SWTS data sources for research:

- ILO and The MasterCard Foundation are aware that the W4Y staff cannot take full advantage of the wealth of the SWTS data sources and are working on national reports with descriptive statistics rather than with econometric research models. Consequently, the project already started to make the databases public for any researcher or research institutions. It would be interesting to offer different follow up options with these external researchers, in order to be able to take advantage of their work. Some options which seem interesting to the evaluation include:
 - Keep a track record of who is downloading the data bases and for what research purpose
 - Request suggestions to external researchers regarding possible questionnaire adjustments
 - Keep a record of research questions under implementation in order to avoid overlapping of work (by country)
 - Propose a set of models that the project would like to have for each of the countries (one of these models which appears to be highly important to the evaluation would be a counterfactual simulation of the change of likelihoods of employability as a result of changes in assets, such as skills, for example)
 - If there were some additional funding available, consider the possibility of offering a “twinning exercise” where researchers from high quality institutions perform as tutors for national research in target countries, in order to ensure research quality and to start building informal networks for youth employment research

1. Introduction

This mid-term evaluation covers the progress made within the Work4Youth (W4Y) project between its beginning in May 2011 and October 2013, when the data collection for this report was completed. The W4Y project is first and foremost a knowledge generation and research project, carried out in 28 different countries. This evaluation addresses the progress achieved in four of these 28 countries; Cambodia, FYR Macedonia, Malawi and Zambia. The evaluator selected these four countries based on these having shown the greatest implementation progress and have consequently been able to provide more details for evaluation, allowing for better and deeper insights.

The report assesses the progress of implementation as well as achievements, which have materialized so far.

The principal clients for the evaluation are The MasterCard Foundation, the W4Y project team and the management of the youth employment unit and the employment policy department, which is responsible for following-up on the findings and recommendations of the evaluation. The evaluation is also to benefit ILO management and those working to support employment policies and programmes, and is to serve as a source of information for the ILO constituents, partners and national policy makers.

The main objectives of the evaluation are:

- a. *Assess implementation progress* of the W4Y project against its work-plan and towards its medium- and long-term objectives; establish whether such progress has been achieved in an effective and efficient manner in the contexts where the project operates, given the available resources
- b. *Identify success factors and good practices* that have influenced the project's achievements; recommend innovative ways to apply these lessons learned within W4Y implementing strategy for the second half of the programme
- c. *Review project logic*, results framework and targets set for the end of the project, as well as assumptions and risk analysis
- d. *Determine the constraints faced by the project*; suggest whether corrective measures to W4Y implementation approach are necessary for the remainder of the project cycle; specify which ones by providing pragmatic recommendations
- e. Based on the results of a, b, c and d, *indicate advisable programmatic changes and reorientation of project management practices*, if the need for any has emerged with a particular focus on implementing the second half of surveys.

A full version of the evaluation terms of reference can be found in Annex 13 of this report.

Structure of the report

Chapter one provides the evaluation context and methodology; chapter two provides a short overview of the project and major means of action taken for implementing the W4Y project as well as a description of the level of progress achieved; chapter three provides the findings of each of the evaluation questions; and chapter four summarizes the main conclusions of the evaluation and presents the key recommendations that require follow up. Annexes provide additional information to support transparency and evidence on which the findings, conclusions and recommendation have been based.

1.1. Background and antecedents

The ILO has had a long-standing concern for the problems faced by young people. The Organization's work in the first two decades after 1919 was to a large extent focused on setting standards to protect the welfare of young workers. Amongst the earliest Conventions adopted by the ILO were the Night Work of Young Persons (Industry) Convention, 1919 (No. 6), the Medical Examination of Young Persons (Sea) Convention, 1921 (No. 16), and the Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77).

From the 1950s onwards, the ILO's work began to expand in scope to cover policies and programmes for the promotion of youth employment. This is reflected in the inclusion of this issue in the ILO's major Conventions and Recommendations relating to employment policy, human resource development, and labour market policies. Five resolutions were adopted by the International Labour Conference on issues relating to youth employment between 1978 and 1998.³ The Conference held a major discussion of the topic of youth employment in 2005 and again in 2012.⁴ The Global Jobs Pact, adopted in 2009 in response to the financial crisis, identified youth as one of the groups at high risk whose needs had to be addressed by crisis response policies. The slow pace of the recovery and the deepening of the financial crisis in 2011 and 2012 have only served to underscore the vulnerability of young people.

ILO provides support in the area of youth employment through the Youth Employment Programme (YEP), and the W4Y project in turn operates under the umbrella of the YEP. The YEP was established in 2005 to address the global development goal and national challenges of providing young people with decent work opportunities. Through an integrated approach, it provides a wide array of services, including research, promotional activities, policy advice and technical assistance to support ILO constituents (governments, employers and worker organizations).

The ILO strategy, in support of country action on youth employment, combines technical assistance to strengthen the policymaking process, while supporting institutional reforms, with direct interventions. This illustrates that the ILO approach to youth employment does not rely on stand-alone, fragmented or dispersed interventions. Rather, it is based on the development of gender-sensitive interventions that involve a wide array of partners, including several ministries, the social partners and other organizations that represent the interests of young people.

These interventions are based on the: i) review of effectiveness of policies, programme and institutions, application of lessons from evaluation and best practice, and identification of key challenges to be addressed through policy options stemming from evidence collected from national School-to-Work Transition Surveys (SWTS); ii) development of gender-sensitive policies that are embedded in larger national development frameworks; iii) implementation of priority measures through the development of plans which turn commitment to action and are supported by national budgets; and iv) monitoring and rigorous evaluation of interventions.

The W4Y project specifically uses the tool of SWTS for knowledge generation and research on the characteristics of the transition from school to work in different countries, hence different economic and social contexts, in order to better understand these processes and be able to design better and more effective youth employment policies.

³ ILO: Resolution concerning youth employment (1978); Resolution concerning follow-up to the World Employment Conference (1979); Resolution concerning young people and the ILO's contribution to the International Youth Year (1983); Resolution concerning young people (1986); Resolution concerning youth employment (1998).

⁴ The youth employment crisis: A call for action, Resolution and conclusions of the 101st Session of the International Labour Conference, Geneva, 2012

1.2. Global employment trends for youth⁵

The weakening of the global economic recovery in 2012 and 2013 has further aggravated the youth employment crisis and the queues for available jobs have become longer and longer for some unfortunate young jobseekers. So long, in fact, that many young people are giving up on the job search. The prolonged job crisis also forces the current generation of young people to be less selective about the type of job they are prepared to accept, a tendency that was already evident before the crisis. Increasing numbers of young people are now turning to available part-time jobs or find themselves stuck in temporary employment. Secure jobs, which were once the norm for previous generations – at least in the advanced economies – have become less readily accessible for today's youth.

The global youth unemployment rate, estimated at 12.6 per cent in 2013, is close to its crisis peak. It is estimated that 73 million young people were unemployed in 2013. At the same time, informal employment amongst young people remains pervasive and the transition to decent work is slow and difficult. The economic and social costs of unemployment, long-term unemployment, discouragement and widespread low-quality jobs for young people continue to rise and undermine economies' growth potential.

The current global youth employment crisis is unprecedented, as young people worldwide are on average three times more likely than adults to be out of a job, and four out of every ten people unemployed worldwide are young people. According to ILO estimates, the world faces a monumental challenge of creating 600 million jobs over the next decade, in order to absorb the current 200 million unemployed plus the 40 million new job market entrants each year. More youth are poor or underemployed than ever before: some 309 million young people work but live in households that earn less than the equivalent of US\$2 per day. Millions of young people are trapped in temporary and involuntary part-time or casual work that offers few benefits and limited prospects for advancement at work and in life. Young women often face additional barriers.

1.3. Global Employment Agenda

ILO's efforts regarding support to the development of youth employment policies are clearly embedded in the overall effort of Employment Policy support (through National Employment Policies and / or Strategies and Decent Work Country Programmes – DWCP), developed under the framework of the Global Employment Agenda (GEA).

Since 2003, the ILO has been pursuing the objectives of the GEA. The 2006 "Vision Document" traced the path of employment strategies for implementing the GEA.⁶ The global financial and economic crisis of 2008 rapidly evolved into a global employment crisis. The ILO's employment objectives and strategies already in place were reinforced and given high priority treatment around the globe.

ILO's mandate on employment policy in the era of globalization was further elaborated in the ILO Declaration on Social Justice for a Fair Globalization that was adopted by the International Labour Conference (ILC) at its 97th Session. The Declaration confirms the principal mission of the ILO to put productive employment and decent work at the centre of economic and social policies to meet the challenges occurring at the global, national and regional levels.⁷

The Strategic Policy Framework (SPF) for 2006-09 called for placing employment at the heart of economic and social policy, and as an integral means of meeting the 2015 Millennium Development

⁵ ILO, Global employment trends for youth 2013: A generation at risk (Geneva).

⁶ GB.297/ESP/6

⁷ ILO Declaration on Social Justice for a Fair Globalization (2008)

Goals (MDG) for poverty reduction.⁸ Implementation of the employment policy strategy was further articulated in the P&B 2006-07 based on the framework of the GEA. The strategy reflects the challenges faced by countries in the employment area in the context of globalization and emphasizes national capacity building related to labour market information and analysis as well as formulating, implementing and evaluating employment and labour market policies. Special emphasis was placed on income security, equal access to decent work for all, and tripartite social dialogue as a means of devising, implementing and evaluating strategies and policies. The strategy was reconfirmed in the P&B 2008-09 with continued emphasis on coherent policy approaches, integrating employment policies in Poverty Reduction Strategy Papers (PRSP), and global, regional and national partnership with United Nations (UN) and international financial institutions (IFI).

In 2008, the ILO presented in its SPF 2010-15 the objective to place full and productive employment at the centre of economic and social policies. The SPF further explains that inclusive and job-rich growth policies need to be coordinated and coherent at a national level, backed by public and private investments, include a gender perspective and be developed with the full engagement of the tripartite constituents.

Unprecedented increases in unemployment, underemployment and informal work exacerbated by the 2008-2009 global financial crisis, led to an internationally agreed basis for policy responses and recovery measures to mitigate the effects of the crisis on employment. In 2009, the ILC adopted the Global Jobs Pact (GJP). The UN Economic and Social Council (ECOSOC) endorsed it in July 2010.

The GJP proposed a set of policy measures, which countries can adopt to accelerate employment recovery in the post-crisis era. The GJP calls for a greater emphasis on and need to support job creation by putting the aim of full and productive employment and decent work at the heart of crisis response to limit the risk of long-term unemployment. In line with the objectives of the Global Jobs Pact, the ILO is committed to supporting countries in assessing the crisis impact on employment, and to determine options for policy response.

The 2010 ILC report noted an increased demand from developing countries at all levels of development for Office support to formulate and review national employment policies. Formulation of NEPs is supported through knowledge development through research and analysis, policy advice and technical assistance, UN and development partnerships, tripartite social consultation and validation processes.

1.4. Purpose and scope of the evaluation

ILO rules require that technical cooperation projects with a budget over USD 5 million must undergo a mid-term independent evaluation. Up until October 2013, the W4Y project has been operational for 29 months out of a total of 60 months; therefore making it timely for Work4Youth to undergo an evaluation. The results of the mid-term evaluation will feed into the next work-plan and budget revisions scheduled for the early months of 2014.

The main objectives of the evaluation are the following:

- a. *Assess implementation progress* of the W4Y project against its work-plan and towards its medium- and long-term objectives; establish whether such progress has been achieved in an effective and efficient manner in the contexts where the project operates, given the available resources

⁸ GB.291/PFA/9.

- b. *Identify success factors and good practice* that have influenced the project's achievements; recommend innovative ways to apply these lessons learned within the W4Y implementing strategy for the second half of the programme
- c. *Review project logic*, results framework and targets set for the end of the project, as well as assumptions and risk analysis
- d. *Determine the constraints faced by the project*; suggest whether corrective measures to W4Y implementation approach are necessary for the rest of the project cycle; specify which ones by providing pragmatic recommendations
- e. Based on the results of a, b, c and d, *indicate advisable programmatic changes and reorientation of project management practices*, if the need for any has emerged with a particular focus on implementing the second half of surveys.

The clients of the evaluation are:

- a. The MasterCard Foundation
- b. The ILO, and in particular the Work4Youth project management team, ILO offices in target countries and other field and headquarter officials
- c. Constituents and implementing partners (National Statistics Offices) in target countries

The findings of the evaluation will be used to:

- a. Design solutions (managerial and/or programmatic) to enhance the impact of identified good practice as well as corrective measures whenever necessary
- b. Contribute to organizational learning within the ILO by disseminating the experience of Work4Youth through the evaluation report, using the EVAL's i-Track evaluation database. The evaluation report will be disseminated to the department and field offices directly concerned with the project implementation.
- c. Inform The MasterCard Foundation's understanding of good practices in research and policy projects intended to improve the effectiveness of employment and entrepreneurship interventions for young people, especially in Sub Saharan Africa.

Evaluation Scope

This evaluation covers the period between the start of Work4Youth operations in May 2011 to October 2013. The following project components have been assessed:

- W4Y global management hub
- W4Y activities in Cambodia, FYR Macedonia, Malawi and Zambia,⁹ through an in-depth evaluation based on a country visit. The evaluator selected these four countries, since they had shown the biggest implementation progress and have thus been able to provide more details to the evaluation, allowing for better and deeper insights. These four countries were selected because they allowed the assessment of the entire implementation process (including survey rollout, stakeholder workshop for dissemination and validation of survey findings,¹⁰ as well as the finalization of the national report). This selection also responds to a higher strategic interest of The MasterCard Foundation in Sub-Saharan Africa. Additionally, the number of country visits had been limited to four, due to resource and time limitation, which is normal for any evaluation process.
- Additionally, a desk review of progress in other target countries has been carried out.

⁹ The country visit schedule can be found in Annex 5

¹⁰ During the field mission the evaluator has been able to participate in the dissemination and validation workshops of the SWTS reports in Malawi and Zambia.

Based on the information reviewed, this evaluation report provides findings and recommendations relevant to the Work4Youth intervention globally.

The evaluation's final recommendations are based on the following evaluation criteria: (i) validity of design; (ii) effectiveness; (iii) efficiency of resource use and (iv) management arrangements. These criteria are based on the internationally agreed standard performance criteria.

1.5. Evaluation methodology

1.5.1. Evaluation criteria

The evaluation is based on the Development Assistance Committee (DAC) criteria of relevance, efficiency, effectiveness and evidence of impact through contributions of ILO support in a selection of countries. The traditional DAC criteria have been defined as reconfigured by the evaluator to be slightly more operational. The reconfigured definitions are:

- Relevance and strategic fit: extent to which objectives are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies; extent to which the approach is strategic and the ILO uses its comparative advantage.
- Validity of the intervention design (coherence): extent to which the intervention is logical and consistent, how project's outputs are realistically achievable and how outcomes are likely to follow.
- Effectiveness and progress of the intervention: extent to which the intervention's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
- Effectiveness of management arrangements: extent to which management capacities and arrangement put in place supports the achievement of the results.
- Efficiency of resource use: how economically resources / inputs (funds, expertise, time, etc.) are converted in results.
- Impact orientation and sustainability: strategic orientation of the intervention towards making a significant contribution to broader, long-term, sustainable development changes; likelihood that the results of an intervention are durable and can be maintained or even scaled-up and replicated by intervention partners after major assistance has been completed.

The evaluation has been participatory. Consultations with the four countries selected for this evaluation, national stakeholders from governments, trade unions and employers' organizations NGOs/CSOs and other organizations working in youth employment, the donor The MasterCard Foundation and ILO staff at headquarters and in the field, were carried out through interviews, meetings, participation in workshops and electronic communication (84 persons were interviewed and an electronic survey has been implemented).

During an inception phase, interviews were carried out at Geneva headquarters to brief senior officials and identify issues to address, and to fine-tune the intervention logic of the evaluation. The evaluation questions and methodology for field case studies were documented in an inception report by the evaluator.

A detailed desk review was carried out, which covered all major W4Y project documents including ILO strategy and governance documents since 2006, as well as any major research and publications produced by W4Y found available.

The core part of the methodology consists of gathering evidence and triangulating information found from different sources to answer a series of evaluation questions. For each evaluation question, different performance criteria were defined in order to provide a basis for assessing the level of performance of the W4Y project. For each evaluation criteria, a simple scoring measurement of the performance was applied. The ratings fall within a four-point scale consisting of:

- **Highly satisfactory:** in compliance with the expected results and with high standards of performance
- **Satisfactory:** generally in compliance with the expected results
- **Unsatisfactory:** partly in compliance but with weaknesses in some areas
- **Highly unsatisfactory:** not in compliance

Evaluation questions were answered on the basis of findings under each performance criterion. The ratings attached to each performance criterion will be averaged to determine an overall average for the evaluation question; however, these will not be averaged to yield an overall performance measure. The ratings are included in the evaluation methodology in the spirit of data triangulation, while multiple sources of evidence will be used and multiple means of analysis will be applied to assess each performance criteria.

1.5.2. Evaluation questions

This evaluation examines the project on the basis of the questions listed below and against the five standard evaluation criteria.

- i. Validity of design
 - Is the results framework still appropriate, given the expectations of the ILO and the donor? Is the demand for survey results, which provides the rationale for the project intervention, still relevant at the national, regional and global levels?
 - Based on the implementation experience to date, is the system of outputs realistically achievable considering the time, financial and human resources available?
 - Once successfully completed, is Work4Youth's set of outputs likely to smoothly contribute to its outcomes? What are the main constraints faced by the project in achieving such medium and long-term goals?
 - Are there modifications in the design suggested for the second half of the project? If so, what trade-offs might need to be made in order to accomplish these modifications?

Comment: In the report structure below, only the first question mentioned in the list above will be discussed in the relevance section. The second question is considered by the evaluator as an efficiency question, and it will therefore be discussed in the relevant section. The remaining two points in this list refer instead to the conclusions that will be drawn after the discussion of all criteria (including effectiveness and efficiency).

- ii. Effectiveness
 - Has the project adapted its approach to specific country contexts? Has it been responsive to political, legal, and institutional challenges where it operates? Was the decision to move out of a country and find a substitute *vis-à-vis* from the original list of target countries, when this occurred, based on convincing evidence of the impossibility to progress further?

- Based on the quality of data produced by NSOs, is the project team providing effective technical support and quality control over the survey process?
- What national capacities have been targeted by the project, and what does evidence suggest has changed?
- How have survey results been used by national policy makers in countries where these have been completed? How effective has the project been in ensuring that they are utilized in the most appropriate manner for policy improvement? Are there lessons to be learned from countries that have been more successful in applying the data? Can such lessons be replicated in other countries within the scope of the project?
- How effective have the communication strategy and deliverables (website/videos/PSA/convening) been at disseminating the project’s regional and global products and knowledge (including reports and databases)? What evidence exists regarding its reception?
- Does the implementation approach need to be adjusted in the second half of the project in order to improve effectiveness? If so, what trade-offs might need to be made in order to accomplish these adjustments?
- Has the project achieved to deliver the expected added value? How much innovation (degree of change) produces (or is expected to produce) the additional information the survey provides on youth employment or unemployment?
- What is the project’s greatest achievement so far?

iii. Efficiency of resource use

- What have been the main elements causing delay? What have been the most effective strategies speeding up implementation? To what extent can the causes of delay be addressed?
- Given the distribution of project’s human and financial resources across outputs and the progress made on each of them, are such resources efficiently allocated?
- Has the project’s budget structure and financial planning process ever represented an obstacle to efficiently use, allocate and re-allocate financial resources?
- How do the donor’s reporting requirements impact the management of the project? Has the project responded timely, accurately and effectively to such requirements? Do communication procedures between the project management team and the donor facilitate smoother implementation? What recommendation does the evaluator have to address this learning in the second half of the program?
- Does design or implementation need to be adjusted in the second half of the project in order to improve efficiency of resource use? If so, what trade-offs might need to be made in order to increase efficiency?

iv. Management arrangements

- Is the project well organized? Are time frames and work-plans realistic?
- Is the project’s management structure appropriate, and in particular:
 - i. Is the project adequately staffed considering the results to be delivered?

- ii. The project's management structure is mostly centralized. Based on the experience of the only case of decentralization (Latin America), is the project's main approach justified and effective?
 - Has the project staff sought and received adequate support and cooperation from the relevant ILO units and offices and from its national implementing partners?
 - How appropriate and useful are the indicators included in the Monitoring and Evaluation system and the related data collection practices? Does the project management team use the information generated by the M&E system?
 - Do implementation strategies need to be adjusted in the second half of the project in order to improve effectiveness of management arrangements?

1.5.3. Analysis of available information

The analytical work undertaken was based on the evaluation questions with their performance criteria and indicators as follows:

- For each evaluation question and performance criterion, the data collected was used to gauge the degree of achievement of targets specified by the indicators;
- A synthesis was made and information was grouped according to the specific indicator to which it referred;

1.5.4. Limitations of the evaluation process

The evaluation has encountered the following limitations:

- The low number of countries (four) where the first project cycle had been finalised, gives country-specific rather than general hints on the outcomes of the project so far. Information from other countries, which have been addressed by this evaluation but had not yet finalized the first project cycle¹¹, provide information regarding the implementation process rather than, to a lesser degree, information regarding the project's outcomes (since the main output, the SWTS report had still not been delivered at the moment of the evaluation field work). This fact limits the scope of findings for this evaluation;
- An in-depth review of four out of the 28 countries in which the W4Y project provided significant technical support for better understanding the characteristics of transition from school to work, introduces the risk of making generalizations;
- The on-going youth employment policy support activities (provided through ILO but outside the W4Y project) are delivered on a more *ad hoc* basis and started to materialize only shortly before and during the time of the field work for this evaluation, hence their scope and outcome could not yet be fully captured in the analysis;

¹¹ This evaluation considers the first project cycle as being sufficiently finalized in order to be evaluable, once the first round of SWTS findings are presented in the validation workshop.

2. Project characteristics and status

2.1. Goals and objectives of W4Y

The Work4Youth project is the result of a public/private partnership between the ILO and The MasterCard Foundation. The project's implementation started in May 2011 and will end in May 2016. Its budget is USD 14.4 million.

The long-term development objective of Work4Youth is:

To contribute to the promotion of decent work for young women and men and to eradicate poverty and extreme hunger (MDG1)

The project has one immediate objective, envisaging that

Strengthened knowledge of the youth employment challenge at global, regional and national levels supports the shaping of evidence-based policies and programmes.

Young people represent the promise of changing societies for the better. Yet, there are not enough decent jobs for them. Their transitions to the labour market are long and difficult, and even more so since the global recession in 2008 and 2009¹². It is therefore a compelling priority for governments across the globe to address the youth employment challenge through effective policy measures.

Availability of data on the characteristics and extent of the challenge is a prerequisite to designing relevant policy and programmatic initiatives at the country level. ILO constituents have emphasized this message within the Resolution on Youth Employment (*'The youth employment crisis: A call for action'*) adopted at the 101^o International Labour Conference of the ILO held in Geneva in June 2012.¹³

The Work4Youth project, with its immediate objective and the development objectives focusing on knowledge development and dissemination, is fully in line with the 2012 Resolution. The field of intervention of Work4Youth is *data collection and analysis oriented towards policy formulation*. The main research focus is the transition of young people to the labour market. The project implements a research work-plan that aims to produce national, regional and global-level studies. Such knowledge products, mostly based on evidence from *school-to-work transition surveys* (SWTSs) running in twenty-eight countries, are widely disseminated through the channels highlighted below.

By the end of the project, it is expected that new youth employment initiatives will have emerged in half of the 28 target countries in association with the results of Work4Youth (i.e. updated youth labour market indicators or transition indicators from the surveys are utilized to produce a situation analysis, log frame/work plan or M&E plan of new youth employment initiatives). In addition, it is also expected that stakeholders in non-target countries will approach the project team with a request for support to implement the Work4Youth intervention in their countries.

¹² ILO, *Global Employment Trends for Youth*, Geneva, 2013

¹³ http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_185950.pdf

2.2. Project strategy

The Work4Youth strategy envisages the implementation of the SWTS in 28 target countries (see Table 2).¹⁴ The project document offers a preliminary list of selected countries. A few substitutions, reflected in the table below, became necessary during implementation, when the project was faced with the impossibility to progress further.¹⁵

Table 2: W4Y target countries for national surveys

Asia and the Pacific	Eastern Europe and Central Asia	Latin America and the Caribbean	Middle East and North Africa	Sub-Saharan Africa
Bangladesh Cambodia Nepal	Armenia FYR Macedonia Kyrgyzstan	Brazil Colombia El Salvador	Egypt Jordan Occupied Palestinian Territory Tunisia	Benin Liberia Madagascar
Samoa Viet Nam	Moldova, Republic of Russian Federation Ukraine	Jamaica Peru		Malawi Tanzania Togo Uganda Zambia

Source: W4Y Evaluation TOR

The SWTS is an ILO research tool designed in different stages since 2004¹⁶ to collect up-to-date, uniform, internationally comparable and nationally representative data focusing on the youth labour-market and the transition of young people into the working world. The data in itself is not unique, although it tends to be more comprehensive than a typical labour force survey. What is unique about the SWTS is 1) the development of indicators that define the stages of transition and the quality of transition and 2) the application of “decent work” as a concept to be integrated into the analytical framework built around the SWTS. The survey for young people is complemented in selected countries by a second survey for enterprises.¹⁷

The surveys generate a large pool of data on the characteristics and labour market attachments of young people as well as on the enterprises that could absorb them. The project runs the SWTS targeting young people directly; youth itself is the main source of information.¹⁸

National surveys are mostly implemented through a partnership with the National Statistics Office of the targeted country. The information collected is used to produce a national report on the

¹⁴ The TORS in Annex 1 include a visual of the project’s log frame.

¹⁵ New countries have been identified through consultations with ILO field specialists and the donor. The final selection was based on countries’ priorities and knowledge needs on the one hand, and local capacity on the other. This includes considerations on the capacity of the National Statistics Office in each country to handle the survey work within the time frame required by the project’s work-plan.

¹⁶ In 2004, the ILO developed the analytical framework underpinning the concept of transition to decent work and reshaped the data collection instruments. The new framework was applied between 2004 and 2006 to carry out surveys in ten countries (Azerbaijan, China, Egypt, Islamic Republic of Iran, Jordan, Kosovo, Kyrgyzstan, Mongolia, Nepal and Syrian Arab Republic).

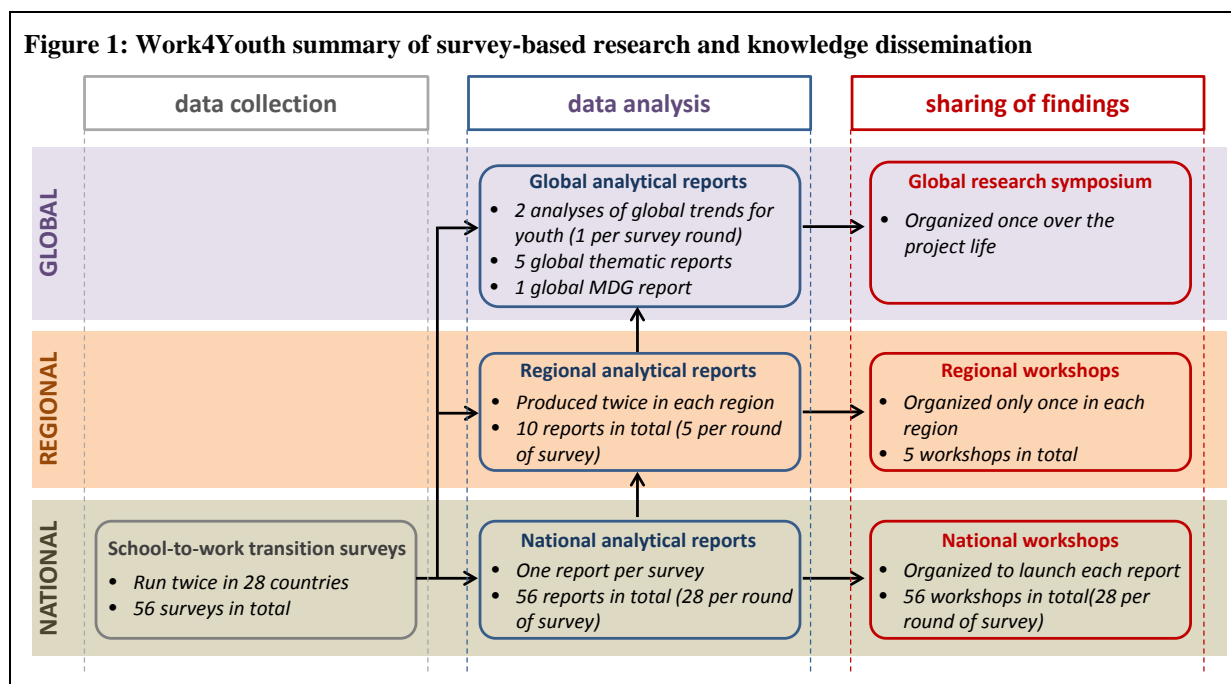
¹⁷ The MasterCard Foundation financed four enterprise surveys. The implementation of enterprise surveys in an additional three countries – Malawi, Tunisia and Vietnam - was co-funded by ILOs Skills and Employability Department, subject to the availability of funding. In October 2013, when the fieldwork for this evaluation had been carried out, funding for seven enterprise surveys had been available. These surveys were implemented in Nepal, Liberia, Tanzania, and Zambia and Tunisia will be added in early 2014.

¹⁸ SWTS interviews are carried out at household level where young people live.

characteristics of the transition from school to work, which analyses survey findings and proposes policy recommendations. These are then shared with constituents at a national workshop, which includes representatives from government, national and international agencies and other key stakeholders, offering an opportunity to review survey findings and discuss any policy follow-up with the assistance of the ILO.

In addition to country-level research, Work4Youth strategy includes regional and global work. Survey findings are pooled together across countries and regions to inform an evidence base for analyses and recommendations with regional and global scope. Through publications and several events, knowledge generated by the project is disseminated to researchers and experts on youth employment. They will be able to utilize the Work4Youth’s research products as inputs to discussions and further research. Figure 1 below illustrates a summary of Work4Youth’s survey-based research and knowledge dissemination strategy.

Finally, the project is building global databases on youth employment statistics and youth employment policy. They complement the survey data-based research outputs. The first database (YouthSTATS) is a repository of SWTS statistical datasets and other statistics, and will eventually host all survey datasets as well. The second database (YouthPOL) makes available qualitative analyses of national policies affecting youth employment. These two knowledge products cover a geographical scope that goes beyond the twenty-eight survey countries. Their target audience includes policy-makers and researchers, who will be able to access the information stored in the databases through global on-line platforms.



Source: W4Y project document and evaluation TOR.

2.3. W4Y Results chain

The overall expected results chain of the W4Y project goes beyond the scope of W4Y activities. The project provides the basic and necessary conditions for a tailor-made youth employment policy design, but it is neither a responsibility of the W4Y project that the policy design will take place nor its possible content (if any). However these results are clearly the overall final outcome expected of a

policy cycle process as shown in Figure 2 below. Through its institutional structure and work on the ground, other ILO departments and regional and country offices, which are not directly involved in W4Y activities, are providing necessary support in order to achieve that the W4Y results are used in a youth employment policy design process. The effectiveness section further below in this report will assess to some extent the level of success so far achieved in this effort.

Figure 2: W4Y project and youth employment policy results framework

Activity framework		Activities	Outputs and outcomes	Stages of a policy process	
W4Y Activities		Collection of comparable, primary data from 28 countries on the youth labour market and the characteristics of the transitions of young people from school to work	SWTS data sets - Outputs 1, 2 and 3	Stage 1 – Knowledge generation	
		Research based on the SWTS data sets	National and regional SWTS reports - other research reports (e.g. GET reports) – Outputs 5, 6, 7, 8		
		5 employer’s surveys financed by the W4Y project.	Employers survey data sets – Outputs 1, 2 and 3		
		Creation of the Youth Employment Policy database.	Stock taking of existing youth policies in the 28 targeted countries – Output 4		
		Dissemination activities of research findings	Validation workshops as kick off for a policy dialogue – Output 9	Stage 2 – Policy Dialogue	
Complementary activities	Outside ILO	Research (based on online availability of SWTS data sets)	Academic research reports – complementary to outputs 7 and 9	Stage 1 – Knowledge generation	
	Other ILO Activities	Two additional employer’s surveys financially supported by ILO Skills Department (technical backstopping provided by W4Y).	Employers survey data sets – complementary to outputs 1, 2 and 3		
		Hosting of W4Y indicators of ILO statistics on-line platform.	Higher visibility and potentially higher level of use of W4Y datasets and indicators – complementary to output 9		
		Continuing policy dialogue through NEP strategies and action plans - ILO regional and country offices	Policy design from research findings to action plans – complementary to output 9	Stage 2 - Policy Dialogue	
		Eventually fundraising support for co-financing complementary activities (e.g. G20 initiative)	Resource availability for policy design		

			process complementary to outcome I	
National Governments	Implementation of specific Youth Employment Policies		Smoother transitions to the labour market and improved decent work opportunities for young women and men – complementary to outcome II	Stage 3 – Policy Implementation

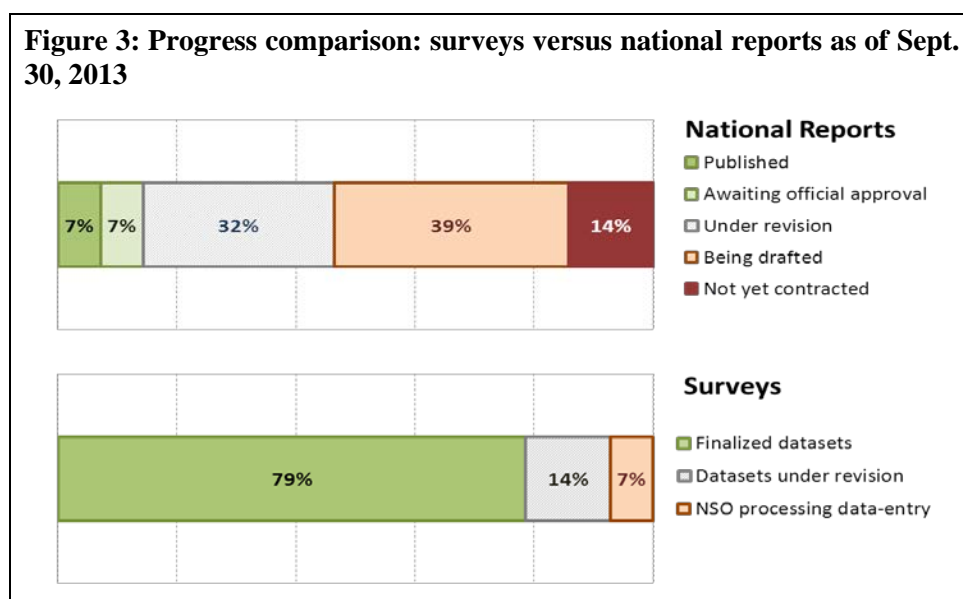
Source: compiled by the evaluator

2.4. Project progress status

SWTS and reporting

By the end of Quarter Three the first round of survey implementation was entering its final stages. Twenty-six survey datasets had been delivered and only Colombia and Kyrgyzstan were still missing. By the end of 2013, it is expected that the entire set of data from all 28 countries will be available, cleaned and placed in the public domain.

While the work on survey rollout is phasing out, the production of national reports gained significant momentum during the reporting period (see Figure 1 below). By the end of September, 22 reports were either being drafted or reviewed, meanwhile two had been published. Only four reports were left to be contracted.



Source: W4Y progress report third quarter 2013

Two thematic reports and a regional report for Sub-Saharan Africa were under preparation in Quarter Three. The preparations for the first regional conference, in collaboration with the ILO's Regional Office for Africa in Addis Ababa, began in the summer and reached an advanced stage by the end of the reporting period. Two national events, one carried out in FYR Macedonia and the other in Malawi, were held during Quarter Three.

Starting from July, the major implementation focus of the project was shifting from rolling out the surveys to using the survey data to feed into the agreed research products.¹⁹ At the beginning of October 2013, the project was engaged in the production of 24 of the 28 national reports, a regional report and two thematic reports.

Global Employment Trends for Youth

The Global Employment Trends (GET) for Youth 2013 was published during Q2. The GET Youth, an ILO flagship report, is the first including analyses based on Work4Youth data. The GET Youth has given worldwide visibility to the work of the project, thanks to the success of the publication (more than 30,000 downloads in Q2) and to the significant media coverage that accompanied its launch.

During Q2, the ILO released the 2013 edition of the Global Employment Trends for Youth, its flagship report on youth employment issues. The GET Youth provides updated statistics on the youth labour market and presents ILO policy recommendations to curb the current trends. The main thematic areas touched upon by the report are the following:

- Global labour market trends;
- Trends in advanced economies;
- Trends in developing regions;
- The skills mismatch challenge;
- School-to-work transition surveys (*covering two chapters and including data from ten completed surveys: Armenia, Benin, Cambodia, Jordan, Liberia, FYR Macedonia, Malawi, Peru, Russian Federation and Togo*);
- Policies to promote decent work for youth.

The release of the Report, and its launch before the press at the United Nations Office in Geneva, was accompanied by the production of a series of communication and promotional products which included a press release, an op-Ed co-signed by the ILO and the MCF, video presentations by lead authors of the report, and a video news release presenting the SWTS in Zambia. More than 400 press clippings citing the report and its release were documented during the reporting period.

YouthPOL

The youth employment policy database initiative progressed significantly during the second and third quarters of 2013. Its visibility within the ILO improved in particular. Since the second quarter of 2013 the IT base of the YouthPOL platform was improved.²⁰ Progress on the interface allowed the project team to promote the database to ILO offices and projects, which may be interested in partnering with the initiative to have specific countries included in YouthPOL. The project team held discussions about possible collaborations with the Regional Offices for Africa, the Arab States, Latin America and the Caribbean, as well as with other technical cooperation (TC) project teams. Partnerships with Africa and Latin America have started, and the Arab States are likely to join. In addition, the ILO Gateway initiative has approached the project team offering support. The Gateway is a global knowledge system under construction, encompassing all areas of ILO work and linking together the several databases currently available in-house. Even if a dialogue between W4Y and Gateway had been underway in October 2013, until end of January 2014 W4Y has not received support from the Gateway project, neither in terms of staff nor resources and was not included in the Gateway system either, despite the fact that Gateway's priority countries have been included in YouthPOL as initially agreed.

¹⁹ National, regional and thematic reports based on data from the first round of surveys.

²⁰ <http://www.ilo.org/dyn/youthpol/en/f?p=youthpolpub>

3. Findings and answers to the evaluation questions

The following table provides an overview of the average performance ratings assigned by the evaluation to the different criteria. Detailed findings, explanations and sustaining evidence will be developed during the chapter further below.

Table 3: Overview of the average performance ratings by criteria

Criteria	Very Unsatisfactory	Unsatisfactory	Satisfactory	Very Satisfactory
	1	2	3	4
Relevance / Validity of design	→			
Effectiveness	→			
Efficiency / Management arrangements	→			
Sustainability	→			

Source: compiled by the evaluator based on evaluation findings

3.1. Relevance and validity of design

The W4Y project is thematically relevant regarding the striking level of importance governments give to the youth employment problem worldwide. The project has a high level of relevance, strategically and institutionally, for ILO, since it helps to implement important recommendations made to ILO in 2009 by the *Independent evaluation of the ILO's strategy to improve member States' capacities to develop policies and programmes focused on youth employment*. It also directly contributes to the implementation of the 2012 recommendation on youth employment 'Call for action', formulated by ILO constituents in conclusion to the 101st International Labour Conference in Geneva. The results framework of the W4Y proved to be relevant regarding national reports and for the GET Youth report. There is still, however, insufficient evidence to allow for an in-depth analysis of the relevance and validity of design of YouthPOL and regional reports.

Thematic and institutional relevance²¹

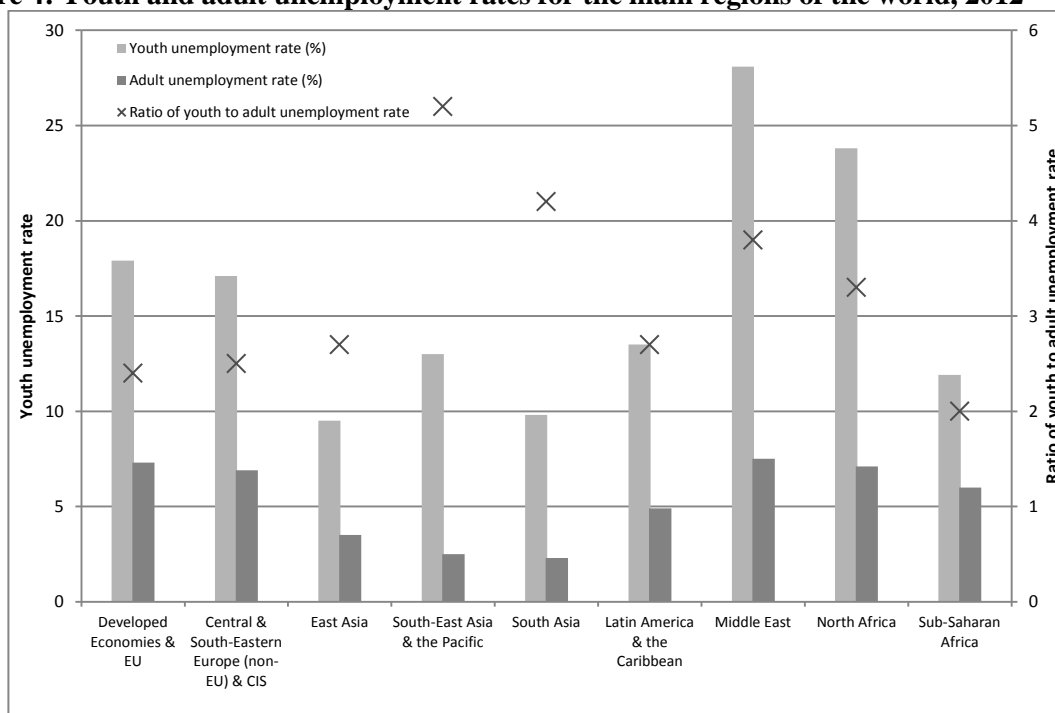
The W4Y project has a thematic relevance, because of the global importance of the youth employment problem, and an institutional relevance for ILO, because the project represents a comprehensive continuity to work on the youth employment carried out by ILO in recent years and responds to the 'Call for Action' (2012) regarding the youth employment crisis.

Through the W4Y project, ILO responds most importantly to requests from the "Call for Action" regarding youth employment knowledge development and dissemination, which are necessary conditions for technical assistance and partnership and advocacy, which should then enable governments to design and implement comprehensive youth employment policies, based on the support from social partners.

Figure 4 below once again strengthens the thematic relevance of covering youth employment issues in all continents, since the youth unemployment rate in all regions is between two and five times higher than the adult unemployment rate; additionally, in most of these regions, the biggest population group is the youth.

²¹ The TORs do not specify any questions regarding relevance. The evaluator, however, decided to include some comments regarding the thematic relevance since this is a core element of the standard DAC criteria.

Figure 4: Youth and adult unemployment rates for the main regions of the world, 2012



Source: ILO KILM Database, 7th Edition, own compilation (in Reinecke and Grimsahw p. 3).

In order to respond to this reality and achieve a relevant country selection where the W4Y project takes action, countries were selected on the basis of the following criteria:

- There is a request of assistance in the area of improving employment prospects for young men and women (e.g. development of a national action plan (NAP) for youth employment, design of a national programme or strategy);
- The country is already engaged in the development of youth employment initiatives, and
- Political commitment to prioritize youth employment in national development and employment frameworks, but there being a lack of youth labour market information.

In future, the youth employment will also be high on the strategic agenda of ILO (also see sustainability chapter further below in this report). In the Programme and Budget (P&B) proposal for 2014-15, ILO defines eight areas of critical importance, which will receive priority attention through teamwork and cooperation between different ILO departments. The second of these areas of critical importance is *Jobs and Skills for Youth*.

Validity of design

Evaluation Questions: Is the results framework still appropriate, given the expectations of the ILO and the donor? Is the demand for survey results, which provides the rationale for the project intervention, still relevant at national, regional and global levels?

The project's results framework (see Figure 2 above) is still appropriate. The demand for survey results can be seen in the level of use of the survey results for policy dialogue and policy design (this will be discussed in more detail in the effectiveness section below). In October 2013, when information for this evaluation was gathered, evidence regarding the appropriateness of the results framework was found mostly at the national level. The demand for survey results at the national level was relevant precisely because the project was sufficiently flexible to adjust to national needs and demands (e.g. regarding implementing partners, timing and schedule, adjustment of questionnaires, amongst others).

In its results framework the W4Y project seeks to achieve the following two main outcomes (results) through the delivery of its 10 outputs (products and services).

- Constituents and other relevant stakeholders at the country level apply evidence-based knowledge of the characteristics of the transition to initiate policy discussions.
- Constituents and other relevant stakeholders at the country level utilize regional and global analytical products based on updated youth employment data to shape further research and policy making.

The W4Y project has a weakness in its design, since it defines expected outcomes, which are however not defined as a required responsibility of the project. Even if the level of application of SWTS knowledge in policy discussions and the use of SWTS and regional and global analytical products for policy making are defined outcomes, the project management is only responsible for helping to get a policy dialogue started.

This evaluation would suggest to reformulate the outcome as “getting the dialogue started” and that the degree of W4Y products used in these dialogues and the degree of innovation in policy design and implementation should be considered as impact (per definition degree of change).

This evaluation found initial evidence that the expected results chain²² - a demand for more and new policy dialogue as an immediate reaction to the presentation of the national reports - has materialized in all 4 countries visited (where the report presentation had taken place). More detailed information regarding the links between the supply of outputs and the generation of outcomes (results chain) will be presented further below in the chapter, which discusses effectiveness.

At the same time, the evaluation did not have the chance to make an in-depth assessment regarding the results framework for regional and global reports and YouthPOL, since YouthPOL was only in its final design stage and not yet widely disseminated when this evaluation took place. The projects assumption is that the YouthPOL database (initially available for the 28 countries covered by the project) will be used by stakeholder for an informed policy dialogue, which refers to other countries, regarding their existing legal and institutional frameworks. This evaluation considers that the YouthPOL database offers an impressively detailed and hitherto non-existing information source regarding youth employment policy. However, the evaluation has so far not been able to form any qualified judgement regarding the likelihood that the expectations towards the future use of YouthPOL might materialize.

Demand at a regional level could not be assessed by this evaluation, since no regional product (regional reports) had been delivered up until October 2013.²³ The only global product already delivered in October 2013 was the *Global Employment Trends for Youth 2013* report (GET). Between May and the end of September 2013, the GET reached a demand level of 45,672 downloads (9,134 downloads per month) from the W4Y/ILO website. This level of downloads (demand) is certainly interesting, though not outstanding. The following are some numbers for comparison purposes: ECLAC (Economic Commission for Latin America and the Caribbean) covers 42 countries; hence, their regional reports cover 42 countries, as opposed to the 200-odd global reports of ILO. Flagship reports from ECLAC on gender and SME (small and medium enterprises) support policies achieved monthly download rates of >25,000 during a period of over 25 months (between 2010 and 2012). Other non-flagship ECLAC regional reports for the same period achieved mean download levels of

²² In the W4Y documentation, this results chain is not explicitly defined. The definition of the results chain, as used in this report, was carried out by the evaluator. The validity of the results framework depends critically on the successful achievement of this results chain.

²³ Delivery of the first regional product was scheduled for December 2013.

roughly 4,000 per month.²⁴ Bearing in mind the GET is a global report, the level of downloads achieved suggests that there is still some room for improvement for the second GET report to be prepared in 2015.²⁵ This finding does not suggest that the project design lacks validity. Instead, it suggests that future improvement should be possible, considering the communication efforts the project undertakes and considering that a still pending wider dissemination of the country and regional reports (most of them still not published) should lead to an increased demand for global reports in the future.

ILO and The MasterCard Foundation have always perceived the project’s Log Frame as being a flexible and living document allowing for the periodic redefining of sub-outcomes, adjusting them to the field experiences and best practices. This flexibility has been an important characteristic of the project design, allowing for a better fit to the project and beneficiaries’ needs.

The following is a selected example for this flexibility, from the 6th quarterly report (output 1.9.1)

Original output definition	Adjusted output definition
Develop and implement a communication strategy that is based on visual and solution-oriented messages on employability, employment creation and rights at work for young people	Design a communication strategy that is based on research products, evidence-based analyses and recommendations on employability, employment creation and rights at work for young people

3.2. Effectiveness

The W4Y project has so far proved capable of achieving satisfactory levels of effectiveness. It managed to achieve required country context adaptation and to supply technical assistance to NSOs to a satisfactory level. The project has so far followed a pragmatic approach of capacity building (learning by doing) for SWTS implementation, with satisfactory results. The project already envisages the possibility of a more structured process of capacity building for SWTS results analysis, through a (still not approved) training course. This evaluation found important evidence, which proves that SWTS results are used almost immediately after their availability for policy dialogues. Stakeholders find the immediate use of SWTS resulting in policy dialogue as being precisely the biggest contribution of the project (even more important than the conceptual innovation SWTS provides). Stakeholders confirm that these newly informed policy dialogues have already achieved some changes and expect much more (policy) change still to come. At the same time, however, they have the impression that the project could do even better (levels of satisfaction with the project results lower than expected), as expressed through an electronic survey among SWTS results presentation workshop participants.

As discussed in Chapter 2.4 on the project progress status, the main task (SWTS implementation and national report publication) is behind schedule; meanwhile, most of the other task implementation indicators (related to activities) are on track. Since there is a delay in the delivery of the core products, there will naturally be a delay in the expected core outcomes. Hence, the evaluation approach this midterm review is following instead assesses whether the achieved progress towards the outcomes is in line with the level of delivery (outputs) and assesses the likelihood of the outcomes to be achieved in the future, after complete delivery.

By definition, a project’s effectiveness is understood as the degree of outcomes and expected results that materialize through the delivery of outputs (products and services). Table 4 below shows a

²⁴ Data from Programme Evaluations AECID-ECLAC 2007-2011 and GIZ-ECLAC 2008-2011.

²⁵ The GET Youth report is a cross-departmental ILO publication that involves several teams and units. The W4Y project gave a substantial contribution to the 2014 edition (two full chapters). The survey data and findings will play a significant role within the 2015 edition as well.

summarized overview of the outputs produced as of September 30, 2013. The assessment of the effectiveness of the project is based on this level of reported outputs.

Table 4: Progress summary based on key performance indicators

Logframe level	Key performance indicators	Current value	Achievement rate
Output 2: Surveys			
a	Number of target countries where at least one SWTS is completed (we consider a SWTS to be 'completed' when the W4Y team receives final raw micro-data set from the institution running the survey)	26	93%
c	Total number of analytical reports published	2	4%
d	Number of national workshops organized by the project to present survey findings to stakeholders (It includes all workshops organized out of project's initiative)	4	7%
e	Number of enterprise surveys completed	7	50%
f	Actual number of youth interviewed through the rounds of surveys	92'228	55%
g	Number of policy influencers engaged in policy-relevant discussions through the national workshops organized by the project	191	318%
h	Average duration of survey implementation (months)	14	66%
i	Average difference between contract dates and actual dates (months)	2	
j	Average over/underspend on surveys (USD)	3'075	
k	Total over/underspend on surveys (USD)	86'096	
l	Total over/underspend on reports (USD)	-48'517	
m	Ratio between countries contacted and contracted in Round 1	136%	
n	The quality of cleaned micro datasets is such that all labour market indicators can be calculated (in % of cases)	100%	125%
o	The quality of cleaned micro datasets is such that all transition indicators can be calculated (in % of cases)	100%	125%
Output 4: YouthPOL			
a	Data describing current policy measures directly or indirectly affecting youth employment in at least 50 countries are available through an on-line software	20	40%
b	Total number of documents analysed and made available through the database	95	95%
Output 6: GET Youth			
d	Number of survey countries from which the analysis contained in the first edition is drawn	10	100%
f	Number of downloads of the reports from W4Y/ILO website	45'672	
Output 9: Comms			
c	Number of press clippings associated with project's research products and events	416	
d	Number of hits related to project's research products and events by major broadcasters	14	
e	Presence on social media platform, measured as number of views on Twitter, Facebook,	8'595	
f	Number of visits to the project's pages on the ILO website	32'995	

Source: W4Y Progress Report third quarter 2013

Evaluation Questions: Has the project adapted its approach to the specific country contexts? Has it been responsive to political, legal, and institutional challenges where it operates? Was the decision to move out of a country and find a substitute vis-à-vis from the original list of target countries, when this occurred, based on convincing evidence of the impossibility to progress further?

The W4Y project adapted its approach to the specific country contexts in a reasonable way. Where the basis for an agreement on the SWTS implementation has been too weak (e.g. because of lack of interest, lack of required capacities, insufficient resources regarding financial expectations from

possible target countries or institutional incompatibilities), the project decided to move out and find substitute target countries. The most striking evidence that these decisions have been taken seriously can be found in the level of implementation delays with selected countries. If the work with selected countries (sufficient basis for cooperation) happened to be more complicated than expected, it would have been much more complicated with countries with a weak basis for cooperation. Such a weak basis for cooperation would definitely compromise the efficiency and effectiveness of the project.

Once the final 28 countries had been selected, adjustment to the country context happened mostly through adjustments to the survey questionnaire (most importantly, adjustments to national structures of the education systems). There have been no major legal or institutional challenges in working with the countries, which have finally been selected as participants of the project. It was precisely institutional and administrative challenges that forced to substitute nine²⁶ of the initially targeted countries. Cases of substitution have been sufficiently documented and seem to be perfectly reasonable to this evaluation.

SWTS implementation and technical assistance

Evaluation Questions: Based on the quality of data produced by NSOs, is the project team providing effective technical support and quality control over the survey process?

In June 2013 the project requested a quick feedback from the survey implementing institutions that had completed the survey in full. Feedback was requested regarding main difficulties of the fieldwork, administrative bottlenecks, the level of responsiveness of the W4Y team to requests for assistance and the interest in cooperation for implementing round two of the SWTS and the possible interest of implementing partners in building the SWTS into the regular national survey programmes. Nine countries responded to this request. The institutions reported some difficulties in the implementation of the questionnaire.²⁷ Six of the nine responding institutions reported not having faced major administrative bottlenecks and attest an excellent level of responsiveness by the project team. All nine institutions are willing to work again with the team in the second round of implementation but five out of these nine institutions only see limited possibilities of institutionalizing youth employment surveys in the future (after 2016), mostly due to resource shortage and heavy workload for their institutions.

Table 5 below shows the workload faced by the W4Y team²⁸ required for offering technical assistance to the NSO and other SWTS implementing institutions. The table considers country missions for enumerators training (6 missions) and for the database preparation / data cleaning and tabulation (3 missions) as well as the workload regarding the questionnaire design and data cleaning and results preparation (tabulation). In general, the W4Y team considers the workload for preparation and

²⁶ Oman, Lebanon, Azerbaijan, Senegal, Kenya, Fiji, Thailand, Costa Rica, Bahrain were all on the initial list. Preliminary discussions were also made in the Philippines and Haiti but no agreement was reached regarding the implementation of SWTS in these countries.

²⁷ Most specifically difficulties were reported with the questionnaires section, which asks for the employment history (which is used for the construction of the transition stages; e.g. questions C9 to C12 in the Cambodian questionnaire). These difficulties were confirmed through interviews carried out by this evaluation during the field mission. The problematic point of this section seems to be the wording of the questions, which are put in a language of academic or abstract categories (e.g. When did you get your first dependent employment? – a 17 year old boy or girl, unskilled or from rural areas might not know what “dependent employment” is). Youth in targeted countries are not familiar with these kinds of technical categories. NSOs interviewed by this evaluation suggest putting this section in the form of open questions (e.g. “tell me your employment history”) and leave it to the enumerator to select the correct categories and response options in the questionnaire (but avoid reading questions and all response options one by one to the interviewed person).

²⁸ The table was prepared by the W4Y team upon request of this evaluation.

tabulation of data as higher than expected.²⁹ For the most part, countries required less remote support (dialogue) for the questionnaire design (only 3 countries required closer support), compared to the remote support for preparation and tabulation of data (where 10 countries showed difficulties). In general, this evaluation considers that the technical support provided by the W4Y team was effective, since according to the judgement of the evaluator the technical quality of provided tools (SWTS field staff instructions, general SWTS questionnaire and the general sampling methodology guidelines) accomplishes internationally accepted and implemented approaches and standards.

The only weak point the evaluator has been able to identify regarding the technical solidity of W4Y is the quality control of the sampling framework design³⁰ and its level of accomplishment in the fieldwork.³¹ Even though the evaluator shares the general understanding of the W4Y management, which argues that NSOs are professional and experienced institutions that know how to design a sampling framework and accomplish its specifications, the evaluator nevertheless suggests that at least some selected monitoring of the field work implementation should be carried out by the team. This might even be more feasible for the second survey round, since the workload for the survey preparation will be much smaller.

Table 5: Workload W4Y technical support to SWTS implementing institutions

Country	W4Y participated in the training of enumerators	Dialogue on questionnaire design	W4Y mission to assist in data cleaning and tabulation	Dialogue on data cleaning and tabulation
Armenia		medium	yes	heavy
Bangladesh		heavy	yes	light (but with mission assistance)
Benin		light		heavy
Brazil		heavy		medium
Cambodia	yes	light		light
Colombia	no	medium	no	not yet available
Egypt		medium	yes	heavy

²⁹ Private survey institutions, as for example in Zambia, showed lower skills in data cleaning and tabulation performance compared to public institutions (NSO). The reason behind this fact seems to be a lower experience in research surveys, since private institutions operate most importantly in market and consumer surveys.

³⁰ This evaluation is aware about the fact that the W4Y project does assess and approve the technical solidity of the sampling framework design before the fieldwork starts. However these processes are not always fully documented. This evaluation received from the project management sampling framework reports from implementing partners from 17 countries. Only 5 of these reports contained full information required to prove the quality of all sampling steps, according to the criteria of this evaluation. The evaluation expects from a full sampling report the description of the methodology, equations used, results (villages, enumerations areas, households to be interviewed) and associated levels or statistical representativeness (by groups and geographic areas) as well as the expected associated standard errors for general results. Most of the sampling reports contain a short description of the methodology, tables of coverage (villages, enumeration areas, number households to be interviewed) and in some cases field work plans and proposed budgets. Hence, even if the evaluation has no doubt that the project implements a sampling framework quality control and approves final samples, the evaluation has not sufficient information at hand which proves that all sampling frames offer the best possible solution (technically). There is at least space for improvement for documenting this important step accordingly. The project could consider elaborating a sampling framework report template, which establishes minimum information requirements.

³¹ This point refers to the level of accomplishment of the previously designed sampling framework (as well as age group quotas) and action taken in case of rejection of interviews, incomplete interviews or inavailability of selected households.

El Salvador		medium		medium
Jamaica		light		medium
Jordan		light		light
Kyrgyzstan		medium		not yet available
Liberia	yes	light		heavy
Macedonia		light		light
Madagascar		light		medium
Malawi		light		heavy
Moldova		medium		light
Nepal	yes	light		medium
Palestine		light		light
Peru	yes	medium		light
Russian Federation		medium		heavy
Samoa		medium		heavy
Tanzania	yes	light		heavy
Togo		light		medium
Tunisia		light		medium
Uganda		medium		medium
Ukraine		heavy		heavy
Vietnam		medium		medium
Zambia	yes	light		heavy
Categories - heavy: more than 5 email exchanges; medium: 3-5 emails exchanged; light: less than 3 emails exchanged				

Source: W4Y project

Evaluation Question: What national capacities have been targeted by the project, and what does evidence suggest has changed?

Capacity building provided through the project focused mostly on the understanding of youth labour market's concepts as well as the understanding of the previously designed tools (sampling guidelines, field work manual and general SWTS questionnaire) for data collection. The fact that all countries³² managed to provide a high quality data set (albeit with different levels of technical support) proves that a learning process has taken place. This learning process was mostly implemented through learning by doing and was so far limited to the task of implementing a SWTS and in some cases of an enterprise survey. In all four countries visited, interviewed NSO partners agreed that the achieved level of understanding, experience and capacity building in order to be able to implement future SWTS (after round two) independently is sufficient, in case they were able to find resources for giving continuity to the efforts of monitoring specific youth employment issues.

Experience from the field visits, however, shows that there is a future need for capacity building in analysing the results from the SWTS. The W4Y project already prepared a proposal for the implementation of a training course for SWTS analysis, to be implemented in the ILO Training Centre (ITC) in Turin, for 2014.³³ The proposal has so far not been approved.

³² This finding refers to 20 data sets that have been available in October 2013 and have been reviewed by the evaluator, thus going beyond the 4 countries visited by this evaluation.

³³ The main objective of the course is to raise the capacity of government officials, social partners and staff from relevant institutions at the national level to analyse survey data on youth labour market transitions. The ultimate goal of this initiative is to strengthen national capacities on interpretation of data for the design of well-informed policies in the area of youth employment promotion.

Youth employment policy dialogue

Evaluation Questions: How have survey results been used by national policy makers in countries where these have been completed? How effective has the project been in ensuring that they are utilized in the most appropriate manner for policy improvement?

Formally, (according to its log frame and defined outputs) the W4Y is responsible for starting the policy dialogue (or feeding into previously existing youth employment policy dialogues) through the national workshops (results presentation of SWTS), but it is not responsible for the quality of the appropriate use of the SWTS findings for policy improvement (as the evaluation question suggests). The evaluator considers instead that the “appropriateness of the SWTS results presentation, in order to feed into a constructive policy dialogue” can and should be evaluated.

Additionally, since the continuity of youth employment policy dialogues is an expected result of the project, the follow up of W4Y activities through other ILO dependencies (national and regional offices, YEP, skills department, amongst others) will be required. In this sense the evaluation is in conditions to provide a judgement regarding the “level of appropriateness of involvement of other ILO units and the likelihood that they would be able to follow up constructively with a youth employment policy dialogue initiated and stimulated by the W4Y project”.

Box 1 shows findings regarding, the appropriateness of the SWTS results presentation in order to stimulate a constructive youth employment policy dialogue.

Box 1: Workshop participants and stakeholder evaluation e-survey

Among the participants from the SWTS validation and results presentation workshops from Cambodia, FYR Macedonia, Malawi and Zambia, this evaluation has implemented an electronic survey. A questionnaire regarding the (preliminary)³⁴ understanding of the validity, clearness and usefulness of the SWTS findings was used. Questionnaires have been sent out to 107 workshop participants.³⁵ The evaluation received a total of 22 responses (response rate of 21%).³⁶

Two responses (9%) came from NSOs, five (23%) from other government institutions, six (27%) from private sector/employers. and nine (41%) from academia/NGO/CSO/donor community. Ten responses (45%) came from persons in managerial positions. However, only three of the respondents (14%) are managing government programmes and policies. The largest share of responses (9/22%), belongs to the category of “involvement in the problem of youth employment through non-governmental assistance and advocacy”. Most of the responses (17/77%) came from Zambia. The remaining response frequencies were: Cambodia 2; FYR Macedonia 1; Malawi 2.³⁷ Hence, the results of this e-survey should be understood in the first place as a representation, which is indicative for Zambia.

Respondents see the strongest SWTS and workshop contribution (response category “strongly

³⁴ This evaluation considers the opinions collected as preliminary, since many of the workshop participants mentioned (during the workshops in Malawi and Zambia, where this evaluation had a chance to participate) that they had not seen the SWTS reports in advance and responded only in a kind of first reaction and quick reflection, rather than on the report’s presentation on the details of the report as such. Of course, responses from Cambodia and FYR Macedonia could be interpreted differently, however, most of the e-survey responses came from Zambia.

³⁵ The overall number of workshop participants was 138; however, it was not possible to identify a valid e-mail address for all of them.

³⁶ A response rate of between 20-30% is considered to be highly successful. See: <https://www.surveymonkey.com/mp/sample-size/>

³⁷ Zambia was the latest workshop, carried out only a few days before the e-survey questionnaire was sent out. Zambia was also a workshop with a high number of participants (>50).

agree”) in the *support of analysis and policy debate* (15/68%) and in a second place its contribution in *enrichment with new knowledge and policy recommendations which make daily policy work more effective* (both categories 11/50%).

As the *most valuable information taken from the report/workshop* (open question), most responses concentrate on issues regarding: understanding school-to-work transition; the need for a tripartite partner to take action on youth employment; the need of education and VET reforms/adjustments and that the SWTS is making some first evidence available regarding which kinds of jobs are requested by young women and men.

Fourteen (64%) of the respondents understood that knowledge sharing was the workshop’s principal characteristic. Interestingly, this presentation of knowledge immediately achieved to create a demand for additional policy design support, as the following two (open) responses show:

- *The workshop was beneficial as senior officers from Ministries involved in youth employment attended.*
- *We have all these ideas on how to deal with youth unemployment but no guided strategic road map for the government on how to proceed, what should come first etc. and the cost of and how to raise funds for each stage of the process*

The table below confirms widely the perceptions of the W4Y project team that the SWTS contribute most importantly to policy dialogue through the generation of new knowledge.

Table B1.1: Which are the main contributions of the SWTS survey reports so far towards the efforts to take action on the youth employment problems in your country (please select the 3 most important ones)?		
	%	N
Generation of new (previously inexistent) statistical information (data)	45.5	10
Generation of new (previously inexistent) indicators	31.8	7
More reliable information	40.9	9
Globally comparable information	45.5	10
Input for research	36.4	8
Input for policy design	63.6	14
Total	100	22

This evaluation, however, found surprisingly low levels of respondents’ satisfaction, with these most important contributions identified by the audience.³⁸ On a scale of one to five (1 being the minimum and 5 being the maximum), the average level of satisfaction achieved was only 3.6 (all responses fell between 2 and 4 on the scale). Since the e-survey is anonymous, this evaluation was not able to carry out a follow-up for better understanding this result. However, the evaluation recommends that the W4Y team should discuss with their counterparts the meaning of the final message, which says in other words *“yes, the policy and knowledge contribution of W4Y is important but it could do better”*.

According to their professional position in the youth employment context only half of the respondents had *knowledge/information* regarding whether the SWTS findings have been used so far in any policy related processes. Response frequency for YES was 7 (63%) and for NO was 4 (27%). Additionally, in 4 out of the 7 positive (YES) cases, respondents indicate that *at least some change (e.g. performance or quality of policy dialogue or any issues related to policy design) has been achieved* already. Concrete examples from these four cases refer to an *improved youth employment*

³⁸ Question 9 of the e-survey asks for the “main contributions of the SWTS survey reports so far, to the efforts to take action on youth employment problems in your country”. Results are reported in Table B1.1 in Box 1. Question 10 of the e-survey asks then, “please indicate the level of your satisfaction with this main contribution identified in the previous question”.

advocacy process through a better-informed dialogue. The average satisfaction level for the achieved change ranks 3.8 in the same scale of 5 used above.³⁹ More importantly, 14 respondents (73%) *expect more change still to come.*

Finally, we report in this box all responses regarding the greatest achievement of the project:

- *During the workshop, government representatives present promised that they would incorporate some of the findings into the national youth policy. How true this is can only be confirmed once we see the final document from the government.*
- *Involving young people in the project and collaborating with other stakeholders like the government and the Economic Association of Zambia, amongst others.*
- *New statistical data and publications for this data*
- *Articulated data pointing to potential actionable activities*
- *Deliberate policy by the government to set aside funds to finance the clubs/projects for youth empowerment through the Ministry of Youth and Sports.*
- *Creating awareness about the critical extent of youth unemployment and some of its characteristics.*
- *Provision of more reliable data, creation of new indicators and providing clear policy recommendations to Government and other players.*
- *Produced a report which will eventually influence policy*

Source: Evaluation e-survey

In summary, e-survey respondents confirm that the W4Y project provides innovative information, which is used in youth employment policy dialogue and has so far been able to bring about some change. More change is expected still to come. The most important achievement of the project identified by the respondents is that *the use of SWTS data contributes to an informed policy dialogue, which is at the same time more constructive and more inclusive (participatory) than what it would have been without the SWTS inputs.*

A final word regarding the e-survey finding: ***“yes, the policy and knowledge contribution of W4Y is important but it could do better”***. To the understanding of this evaluation the academic format in which the findings are presented in the national reports is not always intuitive for policy makers, stakeholders and workshop participants. For example, when the reports show that x% of youth is in stage A, B or C of transition or that y% of youth is looking for a job through informal networks, it is not immediately clear for workshop participants what this means in terms of youth employment policies. Is x and y% good? Is it bad? Is it worrisome? Should some action be taken regarding the findings? If so, what would be the options? At least some of this kind of judgement of value would increase its understanding considerably for a wider audience. The evaluation is aware that this style does not go hand in hand with the traditional ways of writing academic reports but strongly suggests to the W4Y team to enrich national report writing with this style. Regional and global reports require less of this writing style since their task is really to inform empirically about youth employment in the region and across regions.

A second topic, which leaves workshop participants with a certain level of dissatisfaction (according to the impression of this evaluation), is the presentation of generic policy recommendations, which leave the audience with the impression: “we knew that before” (e.g. that there is a need for skills improvement, a lack of soft skills, etc.). This evaluation is aware that specific policy recommendations should be elaborated together with or by stakeholders through a youth employment policy dialogue. The evaluation certainly does not suggest that national reports should anticipate this

³⁹ Of course, the level of policy change and stakeholders satisfaction associated to these changes escapes the area of influence of the project and should not be misunderstood as a quality judgement regarding the projects work; it instead indicates one example of the possible level of dynamics in the follow-up from the policy makers' side once the SWTS reports are presented.

task, however, it is certain that national reports can do much better in this sense, without anticipating the policy dialogue.

One amongst several different possibilities of how to improve national reports is the use of inputs such as for example the Table in Annex 9. Since the design and the implementation of public policy always have to do with institutional frameworks, the following (or any other similar) matrix of potential positive and negative effects of relevant institutional features could be used to suggest in the national reports some preliminary lines of discussion of the policy dialogue and make the entire presentation in the national workshops more comprehensive.

For example, imagine the national report suggests that contractual rules for a first employment might be a problem in a given country and that part-time or temporary contracts might thus be an option. The table Annex 9 highlights core generic positive and negative effects of such a measure. The reports could be enriched with a judgement of value regarding the feasibility of such a measure for a given country.

The table in Annex 10 shows a comprehensive overview by country of the nature of existing youth employment policy dialogues that the W4Y project is contributing to. All identified already on-going or announced activities concentrate on four main activities:

- Review of existing youth employment strategies and policies
- Design of new youth employment strategies and policies
- Design of youth employment action plans (for policy implementation)
- Progress monitoring activities for youth employment policy implementation

In three of the four countries visited (Zambia, FYR Macedonia, Cambodia), the on-going policy dialogue on youth employment is participatory in the sense of a wide range of participants (constituents, civil society, academics). Only Malawi shows a lower performance in this sense.⁴⁰ A wide visibility of the project and most importantly of the validation workshops in the country contributed without a doubt to this performance.

Box 2 below shows the *status quo* regarding youth employment policy dialogue in October 2013 in the four visited countries.

Box 2: *Status quo* of youth employment policy dialogue in visited countries

A. Malawi

The structural conditions for a youth employment policy dialogue in Malawi are good, in the sense that all required elements for taking quick action exist and are in place. However, the political context is complicated, with upcoming elections in early 2014. Current political willingness for implementing a dynamic process of taking action against youth employment is low and unpredictable for 2014. ILO has a presence in Malawi through different initiatives, G20 Skills, as well as a child labour project.

- Malawi has a national employment strategy agreed upon in general by line ministries but not yet approved by the government
- Malawi has a national youth policy approved in August 2013
- Malawi has a skills development action plan approved May 2013

The G20 initiative implemented a core skills case study. The identified lack of skills is in line with the SWTS findings.⁴¹ Training materials for core skills are already available but the implementation of a core skills training still has to be promoted and would start initially with training teachers.

⁴⁰ This evaluation cannot offer empirical evidence for this finding. It has not been measured but is based on the informed judgement the evaluator has been able to form during the country visits.

⁴¹ Identified core skills are communication, entrepreneurship, numeracy, sciences and occupational health and safety.

B. Zambia

The political context of Zambia shows a dynamic though not yet very successful youth employment policy dialogue and action. The current president (Mr Sata) won the last elections with considerable electoral support from youth votes. The country shows a much higher dynamic and performance in youth employment policy discussion (compared to Malawi) and even managed to put together a public-private task force (together with employers), but still with few tangible results.

The Economic Association of Zambia (EAZ), which provided some comments on the national SWTS report,⁴² shares this opinion. Amongst others, the EAZ sustains that the “report shows that the tandem of Government-Private Sector to create a conducive environment that facilitates an increased steady movement of young people from academic and training establishments to stable work, is not functioning well. (...) This report does not really raise new issues as in the past 30 years (...), the data provided in this report is largely an update on (...) past reports. (...) This update is very welcome for current policy analysis.”

C. FYR Macedonia

The Macedonian youth employment policy context is quite advanced. The country has already defined a youth employment policy including an Action Plan for Youth Employment defined for the period 2012-2015. This action plan was recently updated using the SWTS national report findings.

The update of approaches of employment policy in FYR Macedonia in recent years started with the National Programme for Decent Work 2010-2013, which led to the Employment Strategy FYR Macedonia 2015 and the Action Plan for Youth Employment. A review of the national minimum wage policy is currently on going (including some discussions regarding wages for first employment).

The recent review of the Action Plan for Youth Employment showed that in 2012 all goals of the action plan had been achieved. For 2013 the scope of some activities was extended (after the review of the action plan and making decisions taking into consideration the SWTS findings.⁴³

Hence, the political environment in the country promises policy continuity even after any possible change of government, employment and youth employment policies in the country are defined, action plans exist and are being carried out with satisfactory results. The biggest problem of the measures is their limited scope.

D. Cambodia

In Cambodia a National Employment Strategy (NEP) is still not finalized. A draft strategy exists and the SWTS finding contribute to the general employment policy discussions. There are high expectations for getting the NEP finalized in 2014 and having it endorsed before end of the year. According to the current draft, skills development is at the core of the youth employment strategy as part of the NEP, which was taken on board precisely in light of the SWTS findings.

⁴² The full text of EAZ comments can be found in Annex 12.

⁴³ For example, the TVET training courses, which previously consisted of three months of school and three months of on-the-job training, now require that employers who provide on-the-job training keep the trainees for an additional six months after completing the on-the-job training (with a partially subsidized wage). As a result, > 50% of the students now receive an offer of a permanent contract once the training plus additional six months of employment is over.

A recent important change in employment policy was the creation of the National Employment Agency in 2009, with an interesting service offer in Phnom Penh but with still weak and decentralized structures, still not being able to reach out widely into the rural areas, where an important part of the general employment (labour shortage in rural areas) is concentrated.

In general, the traditionally controversial tripartite relations seem to have improved through the NEP discussion process. However, since the last country elections in mid-2013, there is still a strong debate (and public protests) on going regarding the legitimacy of the current government, which puts on hold many other policy discussions for the moment.

The overall result of the communication campaign contributed considerably to the visibility of the SWTS findings and hence supports an inclusive policy dialogue. Experiences with the W4Y implementation approach so far suggest that some adjustments are required regarding the preparation and presentation of national reports. The project managed to provide added value through conceptual innovation regarding a better understanding of country-specific characteristics of the school-to-work transition. However, the country-specific policy implications of this added value are not yet fully understood by the audience (validation workshop participants). Scope, significance and consequences of the SWTS findings for national youth employment policies are not sufficiently evident in the SWTS findings presentation. Even if it is a tasks of the countries to elaborate these consequences for converting them into an objective of national policy answers, e-survey respondents and this evaluation have the strong impression there is space for improvement in SWTS report to make stronger points (conclusions) regarding specific national policy implications (considering that the project itself gathers information regarding national policies trough the YouthPol component). Through its different departments and its partnership network, ILO provides added value to the youth employment policy dialogue in the countries with good prospects of additional future improvement (depending on the performance and progress of country-specific policy dialogue processes).

Evaluation Questions: How effective has the communication strategy and deliverables (website/videos/PSA/convening) been at disseminating the project's regional and global products and knowledge (including reports and databases)? What evidence exists regarding its reception?

Our assessment of the effectiveness of a communication / dissemination strategy focuses on three different outcomes which are usually expected to be achieved through them:⁴⁴

- Increase the visibility of the project
- Increase the outreach of the project's findings to different audiences
- Provide the minimum conditions necessary that the disseminated project findings can be used by different audiences and stakeholders

A wide range of communication activities has so far been carried out by the W4Y project. Amongst these we can mention the design of several project-related websites⁴⁵ and the project's contribution to

⁴⁴ The evaluator assumes that these "generic" or "general" expected outcomes of a communication strategy are also valid for W4Y. Despite a wide range of communication activities, the evaluator has not been able to identify a specific communication strategy document for W4Y.

⁴⁵ Project's main web page: www.ilo.org/W4Y

Project's statistics pilot database: <http://www.youthstatistics.org/>

Project's policy database: www.ilo.org/youthpol-eAnalysis (link not yet advertised during the period of this evaluation, since the website was still under construction).

Official platform feeding the YouthPOL database www.ilo.org/youthpol-eQ

other previously existing ILO websites,⁴⁶ the dissemination of workshops for the results presentation of two national reports and the global GET-Youth 2013 report. These dissemination activities were performed through the project’s website, Twitter and Facebook and national media. Additionally, a photo contest of youth employment has been implemented.

Tables 6 and 7 below show the achievements of press clippings⁴⁷ and hits of broadcasters.⁴⁸ A total of 13 clippings were reported (achieved by the national reports workshop Cambodia and FYR Macedonia) as well as 3 hits of broadcasters. The evaluation considers both numbers as a satisfactory achievement, which would certainly not have been reached without the proactive communication work from the project site.⁴⁹ At the same time, the media echo generated through the GET-Youth 2013 report is extraordinarily high. Access to the project information through social media (frequently used more intensively by youth than by elderly people) achieves even higher levels of return (number of items) than traditional media (press clippings).

Table 6: Progress Summary - Mainstream Media (as of September 2013)

W4Y research products and events	Nr. of news items	Project Quarter and Year	Nr. of press clippings	Project Quarter and Year	Nr. of hits by broadcasters	Project Quarter and Year
National reports and workshops	0	Q2Y2	13	Q2Y2	3	Q2Y2
GET Youth First Edition	3	Q2Y2	403	Q2Y2	11	Q2Y2
	3		416		14	

Source: W4Y project team

Table 7: Progress Summary - Social Media (as of September 2013)

Platform ⁵⁰	Nr. of multimedia items	Nr. of hits	Project Quarter and Year
Twitter	18	480	Q2 Y2
Facebook	25	728	Q2 Y2
YouTube	5	0	Q2 Y2
		1208	

Source: W4Y project team

The third key communication activity prior to this evaluation was the implementation of the W4Y photo contest.⁵¹ The evaluator recognizes that the main objective of the photo contest (to highlight the challenges of young people in the work place) was achieved. The evaluation, however, does not see how these photos contribute to the second objective (propose innovative ideas to address these challenges). To our judgement this objective has not been achieved, simply because the photos are not capable of providing such proposals. The achieved level of participation in the photo contest (close to

⁴⁶ Official database: (under construction – it will be a link on this page: <http://www.ilo.org/ilostat>)

⁴⁷ Press clippings can be understood as the level of echo the project has been able to produce; e.g. in local media in the case of the national workshops.

⁴⁸ Indicates the number of news publications of these events in national and regional radio and TV stations.

⁴⁹ According to the experience of the evaluator, compared to other similar development projects which have also been evaluated by him

⁵⁰ Dissemination through Flickr is also planned but had not been implemented up until the end of the third quarter of 2013.

⁵¹ The objective of the contest was to highlight the challenges young people face in the workplace, as well as propose innovative ideas to address them. Participants were invited to capture youth at work (in different places and under various conditions) in a creative and original manner

1,000 photos received from approximately 400 participants) does not seem reasonable to the evaluator (compared to the effort).⁵²

The following Table 8, compiled by the evaluator, shows the assessed level of communication achievement so far. Most of the activities have concentrated on creating visibility and achieved satisfactory results, a natural effort given that the project passed its initial stage. The outreach to different audiences has also been achieved to a satisfactory level.

It is still not clear to the evaluation how the dissemination of research findings to different audiences will be achieved effectively. Since the characteristics of audiences are different (policy makers, stakeholders, social partners, youth groups, NGOs and CSOs), different media channels and different ways of presenting results and main messages regarding the research findings are required (the logic behind using press, broadcasters and social media responds perfectly to the requirement of different channels. So far, however, research findings have only been presented in the form of research reports, which do not precisely achieve the full delivery of the main messages to different audiences, as discussed in Box 1 above. This suggests that different forms of presenting research findings and main messages will be required for the next project stage (e.g. through policy papers or short publications in a kind of “news presentation” style).

Table 8: Achievement of objective dissemination by activity

Objective of dissemination	ILO web pages	Press and press clippings	Social media	Photo contest
Visibility of the project	Yes	Yes	Yes	Yes
Outreach to different audiences	Yes	Yes	Yes	Yes
Dissemination of research findings in a way that allows non experts in youth employment to make productive use of them ⁵³	Not clear	Not clear	Not clear	No

Source: compiled by the evaluator

Implementation approach

Evaluation Question: Has the project achieved to deliver the expected added value? How much innovation (degree of change) is produced (or is expected to be produced) by the additional information the survey provides on youth employment or unemployment?

The project is innovative in two ways. From an academic and research point of view, the new indicator of transition stages from school to work makes, without a doubt, an important contribution towards a better understanding of the dynamics and pathways of this transition in different countries and regions. However, the youth employment policy implications of these findings are still not fully understood and cannot clearly be deduced from national reports.⁵⁴

⁵² If in the case the photo contest was carried out to get access to some new photos for future reports, of course the result is interesting; but it had only a limited impact regarding awareness raising or informed participation of youth. The evaluator suggests that if the photo contest was part of a visibility strategy for the project, the timing of the contest was wrong (too early).

⁵³ The rationale behind this argument is the same as the rationale of the lack of judgement of values in national SWTS reports. If, to the understanding of this evaluation, the implications of report findings and messages (x% of youth in transition stage 1; y% of youth using informal labour market intermediation mechanisms) are not self-evident for a more expert audience (academics, policy makers), it would even be less self-evident for an audience which is less expert in youth employment. The finding does not suggest that the dissemination product (web, printing, press clipping, social media, etc.) is inadequate but suggests that the contents for non-expert audiences require as well an adjustment as the national reports.

⁵⁴ Scope, significance and consequences of the SWTS findings for national youth employment policies are not sufficiently evident in the SWTS findings presentation. Even if it is a task of the countries to elaborate these

The second important innovative contribution relates to the findings regarding the lack of skills and lack of soft skills, as well as skills mismatch. To the understanding of this evaluation, the skills-related findings are the ones which most importantly capture the attention of policy makers and who are consequently most easily taken on board of the youth employment policy dialogue. This is the case for all four countries visited by this evaluation.

In this sense, the project has brought about impressive results regarding the achieved speed of feeding into on going youth employment policy dialogues, since this happens almost immediately after the presentation of national reports.

Considering the level of project progress, the provided degree of innovation (through research) and added value (to youth employment policy dialogue) is satisfactory, albeit with room for improving the way national reports are presented, as discussed further above (use of judgement of value).

Additionally, the workshop participants in Zambia suggested that national SWTS reports should discuss more widely the current national economic context and its implications for the labour market and should refer more to national research in its antecedents and background literature (accessible via internet). According to the judgement of this evaluation, following these suggestions would certainly increase the level of acceptance of the national reports, in spite of their contribution to innovation and added value being virtually inexistent.

Evaluation Question: Does the implementation approach need to be adjusted in the second half of the project in order to improve effectiveness? If so, what trade-offs might need to be made in order to accomplish these adjustments?

The general W4Y implementation approach focuses on a three-step process: i) the implementation of the SWTS; ii) the use of SWTS results for national reports and iii) the use of SWTS reports for regional and global reports. Additionally, through report presentation workshops and the communication campaign the project seeks that the findings feed into youth employment policy discussion.

According to the findings of this evaluation there is no need for further adjustments to this general implementation approach. Nevertheless, there is some room for improvement in specific activities, for example regarding the way results are presented or the communication strategy as discussed above.

There is, however, one issue that captures the evaluator's attention regarding the implementation approach. In the general schedule, foreseen time periods for core activities have been too short, at least during the first phase (SWTS round 1 and before) of the project. In the first place, the preparation of the SWTS (contacting countries, engaging with countries, preparing countries for SWTS implementation) took much longer than planned. A total of 38 countries were contacted (28 participating countries plus 10 countries from which the project would pull out because of a variety of reasons).⁵⁵ According to the opinion and experience of this evaluation a prologue and preparation period of six months before starting the implementation of the first SWTS would have been reasonable.⁵⁶

Additionally, the period of SWTS implementation has been much longer (14 months) than the planned 9 months, and the main reason for delay in delivering the national reports. However, the evaluation does not suggest any adjustment here, since the preparation and implementation periods of

consequences for converting them into an objective of national policy answers, e-survey respondents and this evaluation have the strong impression there is space for improvement in SWTS report to make stronger points (conclusions) regarding specific national policy implications (considering that the project itself gathers information regarding national policies through the YouthPol component).

⁵⁵ Reasons were usually related to resources or time (e.g. survey was unaffordable for the project, or timing proposed by the NSO was not viable given the project's work-plan)

⁵⁶ The evaluation would like to point out that the lack of sufficient initial preparation time in the starting phase of any project is a common mistake and is criticized in almost any project; hence, this is a common error in project planning.

round two of SWTS will be much shorter. No time will have to be spent in engaging with countries, in the sample design and *ex ante* capacity building.

There is, however, one issue of the project, which requires adjustments for the second round of SWTS. The project's planning did not foresee the possible situation that most of the SWTS results could be delivered all at once, creating a bottleneck for the preparation of national reports; and this is exactly how the situation is at the end of 2013. In order to avoid these bottlenecks in round 2, a staggered agenda of SWTS implementation could be used. Another alternative could be to make more human resources available for national reports preparation.

The latest W4Y progress report states in an auto-critical way that "given the significant number of target countries, a good level of *standardization* in the production of reports is essential to guarantee a sustained pace of delivery. This lesson emerged very clearly from the experience with the first round of surveys, and it has proven relevant to the production of reports as well. While standard practices are beneficial in guaranteeing the timely delivery of the project's research products, excessive systematization could undermine the relevance of each report to the specific context it is meant to address. *Customization*, on the other hand, is time-consuming and would lead to diminished comparability of research products. The project team already faced this trade-off during the implementation of the first round of surveys."

The progress report also states that by the end of Quarter Three the project had adopted implementation approaches tailored to each type of publication. National reports will be commissioned to a local consultant, or team of consultants, chosen from amongst the most prominent researchers in the country. National consultants are in an excellent position to add to the analysis elements that characterize their country's context, even if the overall structure of the report is based on a standard table of contents that guarantees cross-country comparability. This choice has advantages and disadvantages, but the former outnumber the latter. Hiring a different consultant for each report means that there is no room for economies of scale. Each new consultant will be required to invest a significant amount of time to understanding what the project team expects from his or her analysis. The project team itself needs to allocate a considerable number of working days on revising drafts, corresponding with national consultants for feedback, and directly writing up parts of the publications. Yet, the richness of the country-specific contribution will be guaranteed. Most importantly, constituents and other policy-makers feel a higher sense of ownership when reviewing the analysis and its results. When the author of a national report presents his or her work to the participants of a national workshop, the effectiveness of that presentation and its impact on the audience compensates for the additional amount of time invested in producing the publication.

While it is true that having a national consultant contributes towards gaining national ownership, in practical terms, the quality of the reports received from the consultants so far has not reached ILO standards. This has resulted in an increased workload on the W4Y team to revise and rewrite reports. The publication of 28 reports, in addition to regional and thematic reports, is a notable task, and alternative divisions of labour should be encouraged. To the opinion and experience of the evaluation a staggered schedule of SWTS implementation and more detailed indications to national consultants on the national reporting content and the format for results presentation (which questions to answer, how to answer them and how to present the results) would be the most feasible way of achieving some improvement.

Evaluation Question - What is the projects greatest achievement so far?

The projects biggest achievement so far is having managed to produce innovative information, and hence added value, regarding the transition from school to work and has managed to quickly feed this information into previously existing youth employment policy dialogues where the issue of skills captures a high level of attention between policy makers and stakeholders.

A second feature of added value is provided through the project and ILO as a global institution with a wide institutional and partnership network. W4Y findings are also used through other initiatives ILO is involved in, such as the G20⁵⁷ activities on skill training or the Youth Employment Network⁵⁸ activities on mapping youth labour market situations and conditions. For both initiatives the potential of a future win-win alliance exists where these (and other potential) initiatives make use of the W4Y findings and at the same time the W4Y project uses the G20 and Youth Employment Network contacts and stakeholders for keeping the policy dialogue regarding youth employment going.

The potential for such alliances does not only consist in the use of the SWTS findings, but also on the expansion of the policy analysis, including the YouthPOL activities too. Valuable legal and institutional information contained in YouthPOL could also potentially be linked to the institutional features presented in Annex 9. This way, the different sources of information and analysis approaches could start to merge into a more comprehensive youth employment policy tool. Up to this point, YouthPOL has mostly been used within ILO (and not yet outside by stakeholders) and has shown its potential in becoming a tool, which goes beyond YEP. The third quarter W4Y progress report mentions that it is encouraging to see that several offices and projects are interested in feeding into the database and taking ownership over a share of it. However, what is more important is the way initiatives across different regions are using the information in YouthPOL. In Latin America and the Caribbean, for instance, ILO offices are preparing national and regional events on youth employment issues. Constituents will discuss the current policy responses in place in their countries. This exercise will be based on the policy analyses disseminated through YouthPOL. Another example is Eastern Europe and Central Asia, where a sub-regional network is being established. Members will meet regularly to discuss a different policy issue each time, drawn from the evidence accessible through YouthPOL.

3.3. Efficiency of resource use and management arrangements

Considering previously existing weaknesses in the (time) planning of the project, the time efficiency of the project is still satisfactory, in spite of the considerable delays generated at the beginning of the project. The planned schedule for the “prologue” of the SWTS – the partner identification and the preparation and kick-start of SWTS research processes in 28 countries - has been insufficient. Although the project managed to catch up, and is now back on schedule with most of its activities as of the end of the third quarter 2013, it continues to be behind schedule with the core activities (SWTS implementation and their reports). Based on the implementation experience so far, it seems unlikely that the project can be completed within the envisaged timeframe, without compromising the quality of its outputs and outcomes. Financial efficiency, however, is still high and is apparently not yet compromised, but might be under pressure in the future. If the quality of outputs is to be maintained to the current levels, an extension of the project’s implementation period will be required. This in turn will have financial implications. For the most part, this evaluation considers the management structure as appropriate; however, the project as such may be understaffed considering the expected results and the required quality of these results.⁵⁹ The centralized management arrangement seems appropriate, considering that the W4Y is a research project. In-house technical and financial

⁵⁷ G20 pilot countries overlapping with W4Y target countries are Bangladesh, Benin and Malawi

⁵⁸ Youth Employment Network countries are Bangladesh; Democratic Republic of Congo; Ecuador; Egypt; Ghana; Indonesia; Jamaica; Kiribati; Liberia; Mali; Nigeria; Rwanda; Senegal; Sri Lanka; Syria; Tanzania; Togo; Turkey; Zambia and Vanuatu.

⁵⁹ This evaluation is aware that the W4Y management is not necessarily in agreement with these findings and recognizes that during interviews the W4Y team has expressed a diversity of views (including considerations pointed out in this paragraph). Having weighed up the different opinions the evaluation formed its judgement as expressed.

support from (ILO HQ) for the W4Y project (e.g. financing of three enterprise surveys⁶⁰ and extra financial support for the YouthPOL database) are a core element of the project's efficiency, and through this efficiency a backbone for effectiveness. The significantly detailed reporting activity requested by the donor, however, represents an important opportunity cost for the project, since it is time consuming and requires that it be implemented by qualified (non-administrative) staff. Consequently, it takes away important human resources from more substantive tasks, which could have otherwise helped to sustain or improve the project's effectiveness.

Under the criteria of efficiency we discuss the use of time and financial and human resources. The core question is whether the delivery of outputs has been achieved in an efficient way. The nature of outputs and their degree of effectiveness have already been discussed in previous chapters.

Evaluation Question - Is the project well organized? Are time frames and work-plans realistic?

The following Table 9 reports the status of delivery as of September 30, 2013, compared to the previously established timeline in the work plan. The table identifies outcomes where activities have taken place in Q3 during 2013, even if the activity is scheduled to be carried forward into future quarters. Activities not listed are those where no action was expected in Q3. Please note that the table refers to the revised Year 2 work-plan and budget as baselines.

The table reports on 18 outputs for the third quarter of 2013; two of them are completed, 14 of them are on going and on schedule, one is on going but likely to experience delays and one is behind schedule. Even if only two out of the 18 activities or outputs are suffering delays, their impact on efficiency is considerable, since we are talking about the core and most time consuming activities - the implementation of the SWTS and the production and dissemination of the reports based on them.

⁶⁰ Enterprise surveys were implemented in Nepal, Vietnam, Benin, Liberia, Malawi, Tanzania Tunisia and Uganda. ILO financed the surveys in Malawi, Vietnam and Tunisia (ILO Skills Department).

Table 9: Output production for the third quarter of 2013

Status	N	Outputs
Completed	2	1.4.4: Develop a web-based programme to make data available through the website 1.10.2: Jointly with MCF, identify external evaluators
On going and on schedule	14	1.2.4: National workshops carried out to discuss findings of the reports and develop roadmaps for follow-up to improve the labour market situation of young people 1.3.5: Obtain data (raw and processed) from 28 countries to populate a growing database, process missing indicators as needed 1.3.6: Constantly update the data and information contained in the database 1.4.3: Systematically collect information on national youth employment interventions 1.4.5: Constantly update the data and information contained in the database 1.5.1: Prepare and launch regional reports (first round) 1.7.3: Carry out research on priority issues and synthesize related SWTS results from database 1.7.4: Prepare thematic reports on the aforementioned issues 1.7.5: Publish and launch the reports 1.9.3: Organize regional workshops to support the launch of regional reports and liaise with local and regional media to generate publicity 1.9.4: Promote the project's research products through additional events 1.9.7: Produce printed and electronic material for the W4Y website to showcase the project and its success stories 1.10.1: Carry out periodic monitoring of programme performance and prepare quarterly and annual reports to be submitted to the MCF 1.10.3: Carry out a mid-term evaluation
On going but likely to experience delays	1	1.2.3: Twenty-eight national reports produced to disseminate SWTS results and highlight detailed youth transition challenges and recommended policy actions
Delayed	1	1.2.2: First round of SWTS run in 28 countries in 2011-2013

Source: compilation based on W4Y progress report third quarter 2013.

Planning and delivery / human resources / management arrangements

Evaluation Question - What have been the main elements causing delay? What have been the most effective strategies speeding up implementation? To what extent can causes of delay be addressed?

The main cause behind the initial delay was the lack of available time on the part of the NSO or other implementing partners, to respond quickly to the offer of technical and financial assistance from ILO's side for the implementation of ILO. Experience showed that the mean period for the implementation of the SWTS of the first round was 14 months, meanwhile the project schedule had estimated a necessary time period of only nine months. Additionally, it was virtually impossible to simultaneously kick-start 28 parallel SWTS processes with a small project team of only six members (the initial team was even smaller, and only reached six members more than a year after the project started).

Evaluation Question - Is the project's management structure appropriate, and in particular: i) Is the project adequately staffed considering the results to be delivered? ii) The project's management structure is mostly centralized. Based on the experience of the only case of decentralization (Latin America), is the project's main approach justified and effective?

As discussed in the effectiveness section, the available resources for national report writing at the end of 2013 and beginning of 2014 are insufficient. More resources (either time or human resources) would help to ensure the required quality of reports (more importantly since national consultants do not yet perform at the expected level). For the second round of surveys a staggered implementation of surveys and a long time planning in advance with NSOs can help to avoid bottlenecks.

The centralized management of the project seems appropriate to this evaluation, given its nature of being a research project. Decentralized activities in Latin America have mainly helped to reduce travel costs and take some of the workload off the W4Y Geneva team. This decentralized contribution seemed to be helpful in this sense and feasible since in South America some resources (both human and time) have been available for this decentralized approach. African and Asian regional and sub regional offices, however, considered that there were few resources or possibilities from their side for providing decentralized support to the W4Y project.

Evaluation Question - Given the distribution of project's human and financial resources across outputs and the progress made on each of these, are such resources efficiently allocated?

Based on the implementation experience so far, the system of outputs is still realistic (in the sense that all defined outputs are required and all are achievable), but no longer within the envisaged timeframe. Putting the project under too much time pressure would considerably compromise the quality of outputs, but as discussed in the previous chapter on effectiveness, an increase in the quality of outputs is precisely what is required to make the project more effective. If and how the financial resources would be sufficient for ensuring this quality increase will depend on the possibility of achieving the required quality increase over an extended period of time but with a smaller core team for the final project year (as currently planned). Even at this early stage, ILO should be discussing possible scenarios for a required extension of the project (in order to achieve higher effectiveness and through this increased effectiveness a better sustainability) and how additional costs could be covered (e.g. reallocation of available funds through the redefinition of minor outputs; additional funding from The MasterCard Foundation or ILO; additional funding from other potential partners).

In spite of these bottlenecks, the project is well organized and has a small but highly capable and motivated staff team. The W4Y is funded by The MasterCard Foundation as part of the Foundation's Youth Learning programme. The project's funds and management are centralized and based in the ILO Headquarters in Geneva. The only exception to the project's centralized structure is a part-time (50%) National Officer and Statistician based at the ILO Regional Office in Lima (Peru). The geographic location of the project in Geneva, within the same premises as the ILO's Youth Employment Programme (the ILO unit dedicated to youth issues), facilitates integration between the project's operations and the ILO work in Headquarters and in the field.⁶¹ The global coordinator of the Youth Employment Programme provides a general oversight.

At a country level, Work4Youth implements most surveys through partnerships with the National Statistics Offices (NSOs). Running the project's surveys is therefore a prerogative of the NSOs, which have the national mandate on this type of work. The project team provides technical assistance

⁶¹ The project management team consists of: one research specialist; a team of statisticians including one economist/statistician and one statistician/econometrician; one programme officer; one research assistant; one part-time (50%) communications officer and one administrative assistant.

throughout the implementation process, and it is ready to travel to the country and provide training to survey supervisors upon request. In five cases (Brazil, Nepal, Tanzania, Ukraine and Zambia), the project commissioned the survey to a private institution, given that working with the NSOs was not an option. In most cases linkages remained with surveys run with the knowledge and occasional support of the NSO.

Evaluation Question - Has the project staff sought and received adequate support and cooperation from the relevant ILO units and offices and from its national implementing partners?

The project collaborates with ILO field offices and relies on their support for follow-up initiatives once the survey is complete and its data and findings available. Such collaboration is beneficial and necessary, given that Work4Youth does not have the scope nor the resources required to provide ILO constituents with technical assistance throughout a potential follow-up on the survey findings and recommendations included in the national survey reports. Instead, it is the permanent ILO presence in the field, with the backstopping of specialists in both regional offices and Headquarters that is necessary to guarantee assistance throughout the follow-up. The results of such follow-up, however, represent the accomplishment of the immediate objective and the development objectives of Work4Youth. Therefore, in order to fulfil its long-term objectives, the project should to the extent possible maximize opportunities for collaboration with other ILO (and non-ILO) relevant field initiatives.

In general, this evaluation considers the management structure as appropriate but the project as such as understaffed considering the results and the required quality of results to be achieved. The centralized management arrangement seems appropriate, considering that the W4Y is a research project. In-house (ILO HQ) receives important, necessary and sufficient technical support from other departments (CEPOL management, skills, statistics, amongst others), as well as financial support (e.g. for two out of the seven enterprise surveys and the YouthPOL database).

Evaluation Question - How appropriate and useful are the indicators included in the Monitoring and Evaluation system and the related data collection practices? Does the project management team use the information generated by the M&E system?

The project M&E database and indicator framework provides an extraordinarily detailed set of indicators and information (financial, administrative and regarding the implementation of activities), which is much more detailed than Typical ILO in-house reporting procedures. However, the M&E framework is still most importantly monitoring delivery and activities and not outcomes or progress towards the objectives (or the future impact) in an adequate way. This evaluation recommends continuing to adjust the framework in the future towards more outcome monitoring. For example: being able to confirm that SWTS findings are used for the review of youth employment strategies or action plans is interesting, but does not provide real insights. It would be interesting to see which of the SWTS findings captures most attention (in order to see if the conceptual innovation in research translates into policy priorities). If possible, some information regarding the proposed policy action and additional information regarding the speed of this process and/or the likelihood of implementing agreed solutions would be highly valued (for example, in the form of a traffic light – red, yellow, green). Gathering this information could be a task of for YouthPOL, being the Employment Advisor in national line ministries the principal source of information. The suggested periodicity for updating information is every six months.

Evaluation Question - How do the donor's reporting requirements impact the management of the project? Has the project responded timely, accurately and effectively to such requirements? Do communication procedures between the project management team and the donor facilitate smoother implementation? What recommendation does the evaluator have to address this learning in the second half of the program?

The unusually detailed reporting activity, however, creates an important negative trade-off for the project. As a result of being highly time consuming, it takes important human resources away from more substantive tasks, which could help to sustain or improve the projects effectiveness. At the same time, however, this evaluation recognized that the learning process for the W4Y regarding how to implement a more sophisticated reporting and accounting framework (compared to ILO in-house standards) was beneficial in the sense that weaknesses of traditional ILO reporting systems became visible. Since the learning process on how to deal with The Master Card Foundations reporting and accounting system has already finalized, the workload for the second half of the project is expected to be lower. Consequently, this evaluation does not suggest implementing adjustments to the reporting system. The evaluation has not been able to detect problems with communication procedures between ILO and the donor.

The project's financial resources are spent at reasonable (per unit) costs. The project does not suffer problems of cash flow, since disbursements from the donor to date are higher than resource use. The project has an unusually high budget for communication, which underlines its importance to the donor. The project shows an increasing delivery over time. Its financial administration is satisfactory and the under spending is lower than what is requested by the donor. Overall financial efficiency is supported by other activities outside the W4Y project, as for example the financing of the enterprise surveys, since they support the same outcomes and overall objectives as the W4Y project. Additionally, we have the case of one country - Colombia - that has chosen to finance the SWTS with its own government resources. In Brazil, the government has agreed to finance the second round of the survey since the costs of the first round proved to be double the standard survey cost of one round as budgeted with the project. The budget structure and financial planning have so far not represented any obstacle for efficient resource use.

Financial resources and other contributions

Table 10 below shows the overall yearly cash flow data for the project, which operated at any given moment under full funding and availability of resources.

Table 10: W4Y cash flow between June 2011 and September 2013 (US\$)

	Disbursement	Expense to date	Cash balance
Year 1	5,029,752	3,283,097	1,746,655
Year 2	2,124,197	2,456,830	-332,698
Year 3	493,085	0	493,085
Cumulative	<u>7,647,034</u>	<u>5,739,927</u>	<u>1,907,042</u>

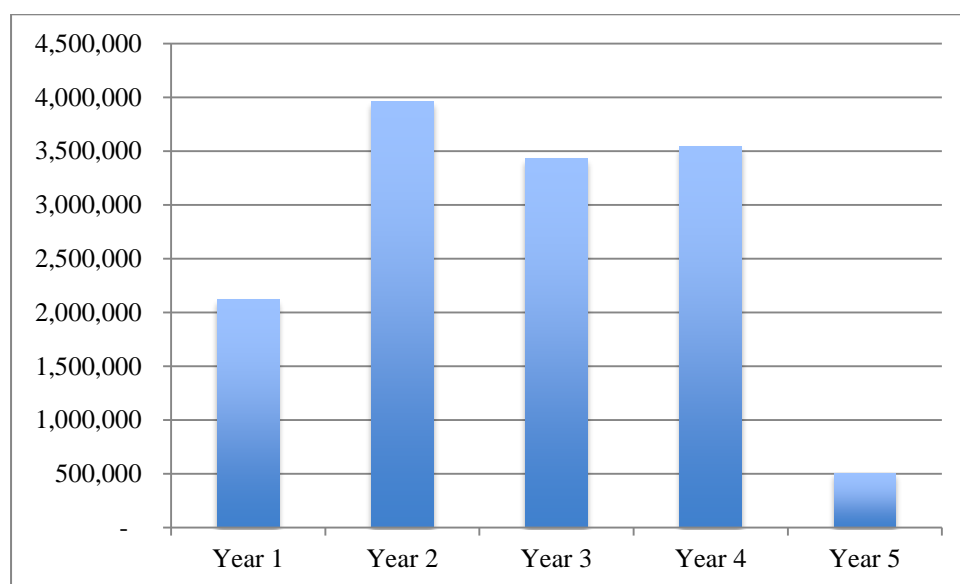
Source: compiled by the evaluator based on financial reporting W4Y

During the third quarter of 2013, the underspent amounted to 17% of the allocated budget. Timing variance, largely related to the production of reports, accounted for 85% of this. The permanent variance for the most part belongs to staff expenditures (14% of out a total of 15% of Quarter Three's budget). These permanent savings are likely to be redistributed throughout the final years of project implementation to ensure adequate staffing.

Regarding the cumulative cash balance, it is well understood that this unspent balance does not have any connection with delivery performance, as it is calculated by comparing disbursements covering two years and one quarter of project implementation on the one side, and expenditures occurred in one year and three quarters of project implementation on the other.

Figure 5 below shows an increase in financial delivery, in line with the different character and scope of project activities as described above. The figure shows a still low budget share for year five, which apparently is not in line with the only recently envisaged workload for year five,⁶² given the delays in implementing SWTS and the delivery of reports. As mentioned above, savings are being made by the project (17% in the third quarter of 2013), as one possible source of alternative financing of additional costs in year five.

Figure 5: Increasing delivery



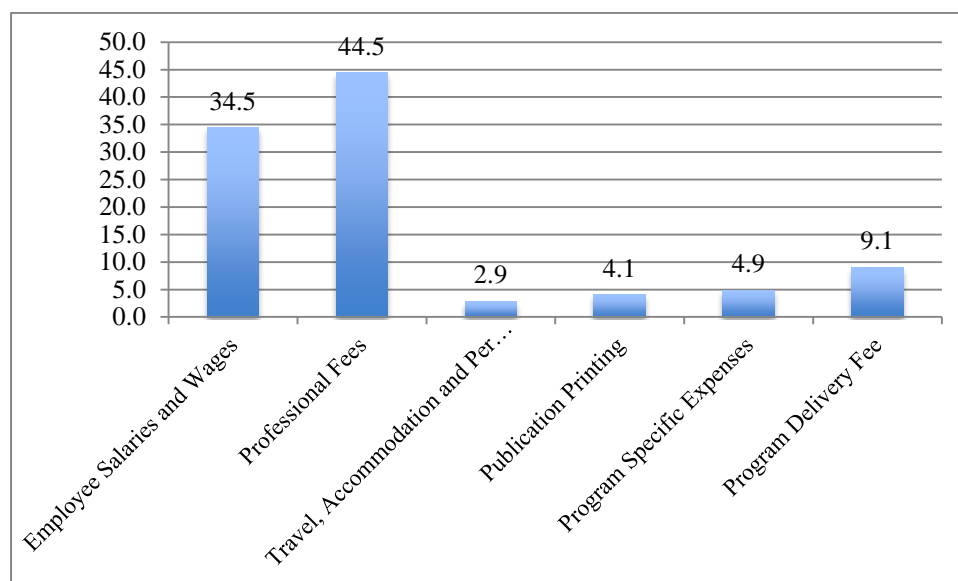
Source: W4Y project

Figure 6 below shows the share of budget by type of expenditure. Staff and human resource costs account for roughly 80% of the overall cost,⁶³ which seems to be natural and reasonable given the nature of the project being a research project.

⁶² Budget reviews are scheduled in advanced and agreed upon with the donor. The next review will be in February-March 2014, and on this occasion the budget and workplan will be realigned.

⁶³ Salaries and wages 34.5% and professional fees 44.5% (together 79%)

Figure 6: Resource use by type of expenditure



Source: W4Y project

This evaluation checked up on some per unit costs. Implementation cost (field work) for a single SWTS questionnaire is currently 28 USD, a cost totally in line with usual standards. The project also found low-cost solutions to printing.

Evaluation Question - Has the project's budget structure and financial planning process ever represented an obstacle to efficiently use, allocate and re-allocate financial resources?

The budget structure and financial planning have so far not represented any obstacle for efficient resource use. The donor has approved any budget reallocation, as soon as it was convincingly explained by ILO. This evaluation recognizes the flexibility of the donor and their willingness to spend available resources as efficient and effectively as possible.

3.4. Preliminary comments on sustainability

Future sustainability of today's achievements (progress in policy dialogue through a well-informed and participatory debate on youth employment) can be increased through immediate action. The institutionalization (in ILO and in countries) of youth employment policy activities is crucial for future sustainability. ILO ensures in-house institutionalization through the new P&B 2014-2015. The potential for the institutionalization of a) the future generation of youth employment indicators, b) the youth employment policy dialogue and c) the youth employment policy implementation seems to be increasing but needs to be addressed (e.g. through capacity building and provision of policy tools) from inside and outside the W4Y project.⁶⁴

⁶⁴ Inside ILO the Employment Policy section uses precisely the policy approach for promoting employment policies. The policy approach goes more or less along the following lines. Step 1: Research for adequate diagnostics (of labour market, employment characteristics, challenges etc). Step 2: Use of diagnostics for policy design – most importantly strategies (this responds to the question what to do regarding policies). Step 3: Design of an action plan for implementing the strategy (this part responds frequently in a wider degree to the question who does what and in a lower degree to the question how to implement general activity lines defined in the strategy. Policy tools contribute precisely to solving the challenge of how to achieve certain outcome or goal. The table regarding “Potential positive and negative effects of institutions on youth labour market conditions” (see annex) provides precisely one example on different options on how to address the youth

Since this is a mid-term review and the project went through only half of its implementation periods, there is not much evidence yet available regarding impact or sustainability. The effectiveness section, however, showed that the expected results chain of an informed knowledge generation process, which feeds into policy dialogue is materializing and that some (quality) change of policy dialogues can already be observed but not yet quantified (quantifying the degree of change would give an answer to the level of impact). Stakeholders clearly showed their expectations regarding more changes still to come in the near future to the policy dialogue around youth employment.

Nevertheless, this evaluation wants to take the opportunity for some preliminary reflections regarding the necessary conditions for sustainability of whatever additional future impact would materialize.

Experience from development cooperation shows that sustainability is closely linked to processes of institutionalization which include the creation of the legal basis and norms for policy implementation, the definition of strategies and action plans for implementation, the capacity building for successful implementation and the availability of sufficient financial and human resources. Institutionalization of continuous and sustainable work in youth employment will have to be ensured in the countries, but also within ILO.

The planned ILO P&B 2014-15 defines the overall framework for future institutionalization – and hence sustainability - of youth employment work inside the office. The overarching aim of the next P&B strategy is to enable ILO member States to develop and implement policies that promote full, productive employment (including youth employment). In 2014–15, the strategy will focus on three priorities and associated synergies:

- Employment policies and programmes, particularly in the context of crisis responses and reforms;
- Youth employment; and
- Rural and informal economies.

Youth employment is captured in the institutional results framework under indicator 2.5: number of member States that, with ILO support, develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men.

To be counted as reportable, results must meet at least two of the following criteria:

- Youth employment is a priority for national development strategies or national employment policies.
- National plans promoting youth employment are developed by the government and the social partners and contain priority measures as well as human and financial resources for their

employment problem through different institutional setups and activities and shows advantages and disadvantages. The table is not precisely a policy tool but contains some information helpful for decision-making. This evaluation is convinced that the quality and the acceptance of national reports will increase enormously, through the already discussed inclusion of judgement of values in the report texts and through the highlighting of some more specific policy options (which go beyond general recommendations), providing at the same time some first ideas for decision making and highlighting if there is any policy tool already existing inside ILO which can or could be used for this purpose. The whole idea concentrates on bringing some structure to a policy dialogue which got started through SWTS. The evaluation is aware that W4Y is not responsible for the policy dialogue but W4Y can contribute important inputs to the effort of getting such discussion into structured lines. The evaluation has a preliminary impression that precisely concentrating a little more on this tasks during and after round two of the surveys could be an interesting exit strategy, providing additional information or hints on how to go one step beyond action plans, towards implementation. The evaluation is convinced that this would be an important plus for the project and would provide precisely the kind of externalities and added value The Master Card is expecting from ILO.

implementation.

- National programmes promoting decent employment of disadvantaged youth are implemented by the government with the support of the social partners.
- An information dissemination, awareness-raising, training or outreach strategy on youth employment is implemented by one or more of the tripartite constituents, as documented through evidence of, for example, the establishment of hotlines and brochures, training courses, services or recruitment campaigns.

The baseline for indicator 2.5 is six member States (of which four are in Africa) and the target is an expansion to 15 member States (of which four are in Africa, four are in the Americas, one is in the Arab States, four are in Asia–Pacific, and two are in Europe–Central Asia).

The new P&B foresees that analytical work to strengthen the empirical basis for addressing child labour and youth employment will be expanded to cover five additional countries. School-to-work transition studies and analyses on child labour and youth employment policies will be undertaken. The ILO will work with government ministries and the private sector in up to ten countries to pilot innovative informal apprenticeship programmes as a means of bridging the gaps between basic education and productive employment. Support to national statistical offices on methodologies to collect child labour data will be further extended to include data on forced labour.

Findings from the aforementioned 2009 ILO youth employment policy evaluation remain true. In recent years, ILO action has contributed to improving national capacity for problem analysis and policymaking has emerged clearly in the preparation of national action plans and in the formulation of other policies related to youth employment in countries where the ILO has been active. However, many of these countries still face capacity gaps in: (i) developing youth employment policy and programmes; (ii) identifying the main institutional problems and needs; (iii) devising strategies; and (iv) allocating appropriate human and financial resources.

Long-term implementation of national youth employment policies and plans has been shown as uneven, mainly as a result of external factors at the country level where support for youth employment has been strong at the political level, yet not so strong at the operational level. The W4Y project clearly provides suggestions for making youth employment policy more operational. Initiated trends of and increased and better informed policy dialogue, the increased commitment of countries with the youth employment research (e.g. Brazil and Colombia financing their own SWTS), the potential of including a youth employment module in future household or employment surveys from NSO sides and the planned SWTS analysis capacity building course in Turin are heading into the right direction to support the future sustainability of achievements in the youth employment policy sector.

4. Conclusions

The W4Y project managed to overcome the bottlenecks of the initial project phase in 2011 resulting from some weaknesses in planning and is now performing at a high level of delivery, albeit with some delays. This evaluation considers the relationship between ILO and The MasterCard Foundation as being a very strong win-win alliance. Resources from MasterCard allow ILO to carry out research and feed into policy dialogue in the countries and the project moves forward towards the institutionalization of policy processes around youth employment in sub-Saharan Africa.

Both partners, ILO and The MasterCard Foundation, went through a fruitful learning process of cooperation. Work resulting from the W4Y project in all thematic areas defined for this evaluation is performing at a satisfactory level and the project is able to deliver. Provided outputs prove to be able to support the expected progress towards the desired outcomes of the project. The policy use of SWTS findings is emerging, but there is a lot of room for improvement as discussed in the report. Achieving this improvement (in effectiveness) will also increase the potential for future sustainability in the countries.

The W4Y project has a weakness in its design, since it defines expected outcomes that are not defined as a required responsibility of the project. Even though the level of application of SWTS knowledge in policy discussions and the use of SWTS and regional and global analytical products for policy making are considered as defined outcomes, the project management is only responsible for helping to get a policy dialogue started. The second weakness in the project design was and still is the timeframe, which puts the project under pressure during periods of bottlenecks (simultaneous finalization of national reports). The acceptance of the national reports is a fundamental point for the success of the project to feed into employment policy dialogue. Experience has shown so far that the approach used for national report results presentation is crucial for the acceptance of the reports and the use of their findings in policy dialogues. Even if the level of acceptance is already high (in the four countries visited for this evaluation) there is still room for improvement for the pending reports from SWTS round 1 and the entire second round.

Being able to adjust the presentation of national findings will require some additional resources (time and human resources), even though the general structure of outputs and deliverables of the project can be maintained.

It is still not clear to this evaluation how the dissemination of research findings to different audiences will be achieved effectively. Since the characteristics of audiences vary considerably (policy makers, stakeholders, social partners, youth groups, NGOs and CSOs), different media channels and different ways of presenting results and main messages regarding the research findings are required (the logic of using press, broadcasters and social media responds perfectly to this requirement). However, research findings so far have only been presented in the form of research reports, which does not exactly achieve the full delivery of the main messages to different audiences, as discussed in Box 1 above. This suggests that different forms of presenting research findings and main messages will be required for the next project stage (e.g. through policy papers or short publications in a kind of mass-media style).

Findings from the four countries visited suggest that the results regarding skills mismatch generates a high level of interest amongst policy makers.

5. Recommendations

Regarding project design and the definition of objectives and goals:

- i. This evaluation suggests reformulating the general expected project outcome as “getting the youth employment policy dialogue started” or “ensuring that SWTS findings will be used in already existing youth employment policy dialogue processes” (if any). Given the variety of policy actions that could follow the publication of survey results, and given the specificity of such actions to each country context, the project and the donor could agree on a list of indicators that could be considered as equally meaningful in indicating that change has taken place. A minimum, satisfactory number of countries to undergo such change should also be agreed upon.

Regarding required time and financial resources for quality insurance of W4Y delivery:

- ii. ILO should be discussing possible scenarios for a required extension of the project (in order to ensure the quality of delivery and hence higher effectiveness and increased potential for future sustainability) and how additional costs could be covered (e.g. reallocation of available funds through the redefinition of minor outputs; additional funding from The MasterCard Foundation or ILO; additional funding from other potential partners).

Regarding the presentation of SWTS results and the participation of stakeholders in national workshops and youth employment policy discussions:

- iii. Use a slightly different language to encourage “a greater judgement of values” in the national reports. For example for a SWTS report user without deep academic background the meanings and implications of findings like “x% of youth is in stage first stage of transition” or “y% of youth uses informal channels of labour market intermediation” are not obvious. A value judgement like “this is normal”, “this is worrisome”, “this should be considered as a serious problem” will improve the immediate understanding of the meaning of SWTS findings.
- iv. Provide more constructive (and not only generic) hints for policy recommendation, e.g. regarding the use of specific institutional or legal framework options or regarding the use of specific youth employment policy tools already available through other ILO departments
- v. Involve ministries of education in the national workshops, SWTS results discussion and youth employment policy dialogue
- vi. In order to increase the acceptance of the national reports, consider the possibility of providing a more extensive background on current national economy dynamics (e.g. economic structure, flow of investments) and discuss how they affect the labour market in the country, particularly for the young people, and focus the use of background literature more on national research.
- vii. In order to increase national capacities for the assessment of SWTS findings beyond what is included in reports prepared by W4Y, there is a future need for training which could and should be provided by or through ILO.

Regarding required adjustments for SWTS round two:

- viii. In order to avoid these bottlenecks in round two, a staggered agenda of SWTS implementation could be used. This will require a planning of the SWTS implementation periods with the NSO during the final quarter of each year (since public sector action plans are defined at this time of the year together with the budget for the next year). A different alternative to avoid bottlenecks in the reports production would be to make more human resources available for national reports preparation. A third option would be to reduce the number of countries to be covered.
- ix. There seems to be a general policy interest in the lack or mismatch of skills. This suggests that, either the second round survey should focus more on the skills issue, or that the national reports should elaborate deeper on this issue (findings) and include policy recommendations.
- x. In order to best respond to this interest, in all national SWTS reports some (general) findings from enterprise surveys. Even in case there was no enterprise survey in a country, some general findings from enterprise surveys from countries with similar conditions could be included, in order to be able to give a more complete picture and some hints regarding the point of view of employers, concerning the skills problem.
- xi. Before implementing the second round of SWTS, collect specific suggestions from NSOs on how to best adjust the questionnaire section, which addresses the employment history (the one which presented problems in round one). One possible option, proposed by this evaluation, is to post open (but guided) questions and let the enumerator decide on the correct categories for the (closed) response options. Additional information could be gathered from other organizations (e.g. Eurostat).
- xii. If the project wanted to measure in the future its impact on youth employment (through its effect on policy design and the scope and performance of policy implementation), a monitoring of the policy dialogue and the policy implementation would be required. This evaluation is aware that it is not responsibility of the W4Y project that the policy design will take place. However, the question regarding the project's impact will arise sooner or later. Being able to respond this question in the future requires data recollection today. In order to be able to give a comprehensive response to this future challenge. Hence this evaluation recommends that ILO internally (between departments) and ILO and donors (The MasterCard foundation and others) should discuss the need of monitoring policy dialogues and the impacts of new policies on youth employment and if required the way on how to implement such a monitoring. Gathering this new information in a complementary task to the W4Y project will provide an enormous added value to the project and for ILO and the donor.

Regarding options to take full advantage (findings) from the SWTS data sources for research:

- xiii. ILO and The MasterCard Foundation are aware that the W4Y staff cannot take full advantage of the wealth of the SWTS data sources and are working on national reports with descriptive statistics rather than with econometric research models. Consequently, the project already started to make the databases public for any researcher or research institutions. It would be interesting to offer different follow up options with these external researchers, in order to be able to take advantage of their work. Some options which seem interesting to the evaluation include:
 - o Keep a track record of who is downloading the data bases and for what research purpose
 - o Request suggestions to external researchers regarding possible questionnaire adjustments

- Keep a record of research questions under implementation in order to avoid overlapping of work (by country)
- Propose a set of models that the project would like to have for each of the countries (one of these models which appears to be highly important to the evaluation would be a counterfactual simulation of the change of likelihoods of employability as a result of changes in assets, such as skills, for example)
- If there were some additional funding available, consider the possibility of offering a “twinning exercise” where researchers from high quality institutions perform as tutors for national research in target countries, in order to ensure research quality and to start building informal networks for youth employment research

6. References and bibliography

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ILO Governing Body, 317th Session, Geneva, 6–28 March 2013, PROGRAMME AND BUDGET PROPOSALS for 2014–15

ILO, 2009, Independent evaluation of the ILO's strategy to increase member States' capacities to develop policies and programmes focused on youth employment – 2009

Reinecke G. and D Grimshaw., Labour market inequality between youth and adults: A special case? ILO Santiago de Chile; In Edward Elgar/ILO, , forthcoming

ILO W4Y project documentation

Document review:

- Work4Youth project document
- Work4Youth log-frame and monitoring framework
- Budget reviews (including all official accompanying documents submitted each time, and especially the work-plans)
- Quarterly reports (narrative and financial)
- Monitoring and Evaluation databases and relevant documents
- Work4Youth website pages
- YouthSTATS (youth employment statistics database) on-line platform (under review): see links above
- YouthPOL (youth employment policy database) on-line platform: see links above
- Dedicated chapters of the GET Report, National Reports, Regional and Thematic report outlines.

Publication and output review:

- Work4Youth Newsletter
- Introductory letters to Ministry of Labour in target countries, and other introductory documents
- SWTS Methodological guide
- Survey questionnaires (both household and enterprise surveys), and a sample set of terms of reference for each type of survey.

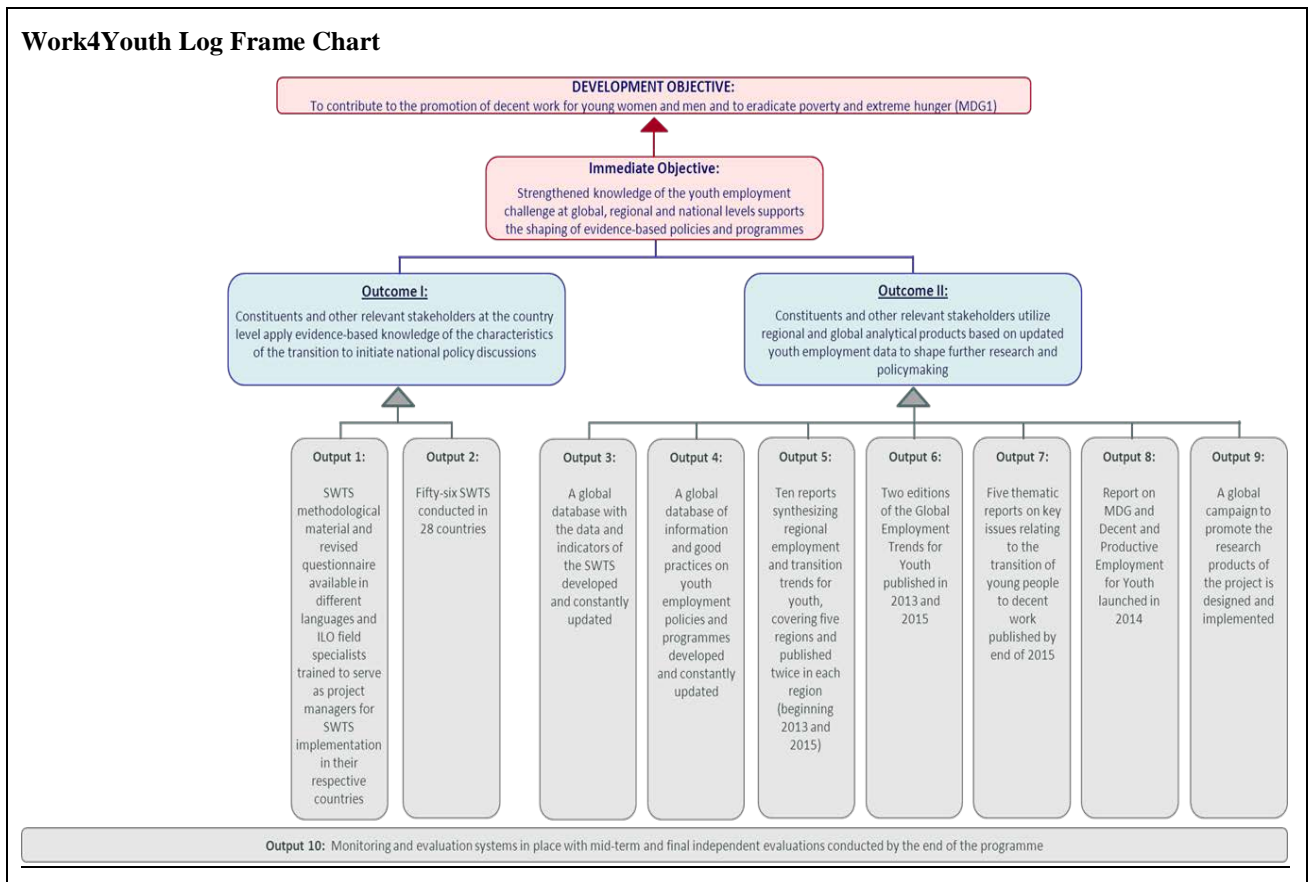
Additional, requested by evaluator:

- Household and enterprise survey sampling frameworks
- Questionnaire for NSO feedback, plus answers from NSOs
- 'Yellow and green' excel worksheets
- YouthPOL workplan

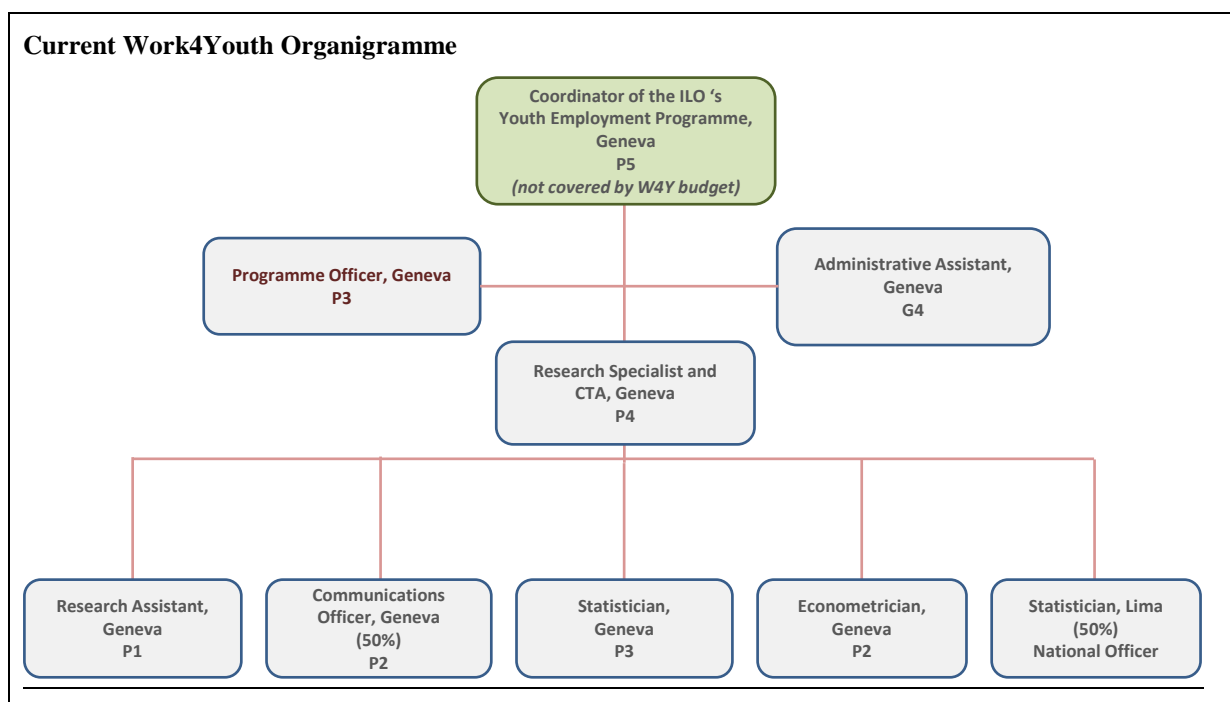
ANNEXES

Annex 1: W4Y Log Frame

Work4Youth Log Frame Chart



Annex 2: W4Y Organigramme



Annex 3: Evaluation Matrix

The following evaluation matrix was prepared and provided by the evaluator in the inception report and does not follow exactly the example matrix provided in annex III of the TORs. To the understanding of the evaluator the below proposed structure of the matrix fits better to the needs of a mi-term review, establishing for each evaluation question (defined in the TORs) the following complementary information.

<p>Evaluation Questions – “What do we want to know”</p>	<p>Sub – questions - Evaluators understanding of “what do we want to know?”</p>	<p>Information to be gathered - ¿Which information or indicators will be used in order to show what we want to know?</p>	<p>Information sources - Where can the information be found, required for showing what we want to know</p>	<p>Methodology of information gathering - How do we obtain the required information?</p>
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Evaluation Matrix

Evaluation Questions – “What do we want to know?”	Sub – questions - Evaluators understanding of “what do we want to know?”	Information to be gathered - Which information or indicators will be used in order to show what we want to know?	Information sources - Where can the information be found, required for showing what we want to know	Methodology of information gathering - How do we obtain the required information?
Validity of W4Y design				
Is the results framework still appropriate, given the expectations of the ILO and the donor? Is the demand for survey results, which provides the rationale for the project intervention, still relevant at national, regional and global levels?	Will the project be able to deliver relevant information for answering the most striking questions regarding the determinants of youth employment problems and for finding technical and political solutions to them, at national, regional and global level.	Information regarding (national, regional, global) hypothesis regarding youth employment problems. Assess intermediate project results and discuss them with stakeholders regarding their expectations and understanding, if the project will be able to provide the expected innovation of knowledge	W4Y team in Geneva W4Y country teams National stakeholders Project outputs (tables of survey indicators, analytical reports)	Document review In depth interviews E-surveys
Based on the implementation experience to date, is the system of outputs realistically achievable considering the time, financial and human resources available?	Understanding of the delivery performance and more importantly the limitations produced by unforeseen obstacles for delivery (to the understanding of the evaluator this is an efficiency question; however, yes there are some linkages with the project design thinking about if a possible adjustment in the design might help to improve efficiency).	Assessment mainly based on current progress of delivery against planned progress.	M&E data on implementation process and progress Quarterly reports to the donor, which are very detailed and can clarify the figures in the M&E	Document review of quarterly M&E data from W4Y HQ team
Once successfully completed, is Work4Youth’s set of outputs likely to smoothly contribute to its outcomes? What are the main constraints faced by the project in achieving such medium and long-term goals?	Is the delivery of products and services (nature, content, quality, scope) able to produce the expected outcomes? Obstacles observed so far (to the understanding of the evaluator this is an effectiveness question;	Assessment of the progress towards the outcomes (levels, trend and speed of change) Assessment if the observed change in the outcome was produced through the projects outputs (of how far these contributed to the observed change)	M&E data on outcomes Interviews with W4Y HQ team Interview with stakeholders	Document review Interview E-survey

Evaluation Questions – “What do we want to know”	Sub – questions - Evaluators understanding of “what do we want to know?”	Information to be gathered - ¿Which information or indicators will be used in order to show what we want to know?	Information sources - Where can the information be found, required for showing what we want to know	Methodology of information gathering - How do we obtain the required information?
	however, yes there are some linkages with the project design thinking about if a possible adjustment in the design might help to improve effectiveness).	Assessment of constraints Assessment of current performance and the likelihood that final project outcomes might be achieved.		
Are there modifications in the design suggested for the second half of the project? If so, what trade-offs may need to be made in order to accomplish these modifications?	A conclusion coming out of the findings from previous questions in this table, regarding the need of a possible adjustment in the project design	Will be based on all the information from previous questions	Discussion of preliminary conclusions with W4Y HQ team	Discussion
<i>Effectiveness</i>				
Has the project adapted its approach to specific country contexts? Has it been responsive to political, legal, and institutional challenges where it operates? Was the decision to move out of a country and find a substitute vis-à-vis the original list of target countries, when this occurred, based on convincing evidence of the impossibility to progress further?	Is the project sufficiently flexible for ensuring on the one hand side globally comparable information and at the same time able to adapt to national priorities? Has the change of the partner country list compromised effectiveness?	Level of satisfaction of partner countries with the (global) approach and (local/national) adaptation Assess differences in outcome achievement of “old” versus “new” countries	Discussion with W4Y HQ team, ILO field staff and country stakeholders	Document review Interviews Discussion e-survey
Based on the quality of data produced by NSOs, is the project team providing effective technical support and quality control over the survey process?	Is the technical capacity for the survey implementation sufficient in order to ensure high data quality and has the project supported NSO sufficiently?	Level of accomplishment of quality standards established in sampling guidelines and interviewers manual.	Output tables Microdata review Analytical reports NSO authorities	Interviews e-survey Document review of country SWTS implementation
What national capacities have been targeted by the project, and what does evidence suggest has changed?	Has the W4Y project been able to achieve capacity building through its implementation?	Information regarding changes in levels of capacity for generating statistical information regarding youth employment (if any).	NSO authorities and staff ILO field staff	Document review Interviews e-survey

Evaluation Questions – “What do we want to know”	Sub – questions - Evaluators understanding of “what do we want to know?”	Information to be gathered - ¿Which information or indicators will be used in order to show what we want to know?	Information sources - Where can the information be found, required for showing what we want to know	Methodology of information gathering - How do we obtain the required information?
How have survey results been used by national policy makers in countries where these have been completed? How effective has the project been in ensuring that they are utilized in the most appropriate manner for policy improvement? Are there lessons to be learned from countries that have been more successful in applying the data? Can such lessons be replicated in other countries within the scope of the project?	Have SWTS results come to the attention of policy makers? If so, was that achieved through specific W4Y action? Have policy makers taken any action after the information intake from W4Y?	Information of (targeted) dissemination activities and ILO follow up regarding a possible policy debate (if any, since the follow up is not part of the W4Y project)	Stakeholder and W4Y (HQ and national) teams	Interviews Discussion e-survey
How effective has the communication strategy and deliverables (website/videos/PSA/convenings, ..) been at disseminating the project’s regional and global products and knowledge (including reports and databases)? What evidence exists regarding its reception?	Assess delivery of communication strategy compared to the achieved results (public and policy debate)	Level and variety of dissemination activities and echoes achieved in public debate (media monitoring, if available)	Stakeholder W4Y team ILO field staff	Interviews Discussion e-survey
Does the implementation approach need to be adjusted in the second half of the project in order to improve effectiveness? If so, what trade-offs may need to be made in order to accomplish these adjustments?	Is the implementation strategy supportive for achieving the expected results or is there a possibility to improve the way forward for the next project stage?	Assess if the delivered products and services are the required ones (are capable) to induce the achievement of expected outcomes?	Stakeholder and W4Y (HQ and national) teams	Interviews Discussion e-survey
Has the project achieved to deliver the expected added value? How much innovation (degree of change) produces (or are expected to produce) the additional information the survey provides on youth employment or unemployment?	How much “evidence that was never made available before” and “innovation” is being produced by the project?	Information, which can help to describe the differences in knowledge levels.	Stakeholder and W4Y (HQ and national) teams	Interviews Discussion e-survey
What is so far the projects biggest achievement?	Where do different project members and stakeholders see the	Team and stakeholder understanding of the projects most important	Stakeholder and W4Y (HQ and national)	Interviews Discussion

Evaluation Questions – “What do we want to know”	Sub – questions - Evaluators understanding of “what do we want to know?”	Information to be gathered - ¿Which information or indicators will be used in order to show what we want to know?	Information sources - Where can the information be found, required for showing what we want to know	Methodology of information gathering - How do we obtain the required information?
	most important contribution (so far) of the project to the youth employment understanding, debate and policy design?	contribution (so far).	teams	e-survey
Efficiency of resource use				
Has the project’s budget structure and financial planning process ever represented an obstacle to efficiently use, allocate and re-allocate financial resources?	Are the budget structure and implementation rules supportive to ensure a timely delivery at high quality levels?	Information on performance of financial implementation (disbursements, allotments, level of budget execution, discipline in budget accomplishment, etc.)	W4Y HQ and country teams	Document review Interviews e-survey
What have been the main elements causing delay? What have been the most effective strategies speeding up implementation? To what extent can causes of delay be addressed?	Has there been any delay? If so why? Have delays been addressed sufficiently? If so, with which level of success?	Information on progress, speed and obstacles of the implementation progress	W4Y HQ and country teams	Document review Interviews e-survey
Given the distribution of project’s human and financial resources across outputs and the progress made on each of them, are such resources efficiently allocated?	Do resource levels and distribution support at equal levels the implementation of the W4Y in the different countries and across different project outputs?	Cross check between levels of progress, national (NSO) capacities and (ILO) support structures (capacity and quality)	W4Y HQ and country teams	Document review Interviews e-survey
How do the donor’s reporting requirements impact the management of the project? Has the project responded timely, accurately and effectively to such requirements? Do communication procedures between the project management team and the donor facilitate smoother implementation? What recommendation does the evaluator have to address these learnings in the second half of	Are donor reporting requirements complex and complicated ending up being a burden to the project or has the project rather experienced an easy and smooth flow of reporting and communication with the donor?	W4Y and donors understanding of the quality, performance and obstacles of the reporting and communication process, required by the donor.	W4Y HQ team, MCF donor	Interviews and discussion

Evaluation Questions – “What do we want to know”	Sub – questions - Evaluators understanding of “what do we want to know?”	Information to be gathered - Which information or indicators will be used in order to show what we want to know?	Information sources - Where can the information be found, required for showing what we want to know	Methodology of information gathering - How do we obtain the required information?
the program?				
Does design or implementation need to be adjusted in the second half of the project in order to improve efficiency of resource use? If so, what trade-offs may need to be made in order to increase efficiency?	Should the W4Y resource implementation structure (amount and use of available human and financial resources as well as the distributions of tasks and functions between different project sub-groups) be adjusted for the next project stage and if so, which would be the expected efficiency gains and could they be achieved?	A conclusion of findings produced through responding to the evaluation questions of this section	Discussion of preliminary conclusions with W4Y HQ team	Discussion
Management arrangements				
Is the project well organized? Are time frames and work-plans realistic?	Reality-check of feasibility work-plans compared to the projects organization structure.	Information which can help understanding weather resources and organisation structures are sufficient and able to achieve expected outputs and outcome	W4Y HQ and country teams	Document review Interviews e-survey
Is the project’s management structure appropriate, and in particular: Is the project adequately staffed considering the results to be delivered? The project’s management structure is mostly centralized. Based on the experience of the only case of decentralization (Latin America), is the project’s main approach justified and effective?	Is the project adequately staffed in quality and quantity? Has project staff the required skills for the requested delivery? Which advantages and disadvantages can be identified for centralized versus decentralized management?	Information on staff knowledge and experience in comparison con projects content Comparative experiences between both management approaches	W4Y HQ and country teams	Document review Interviews e-survey
Has the project staff sought and received adequate support and cooperation from the relevant ILO units and offices and from its	ILO Office support to the project (most importantly employment policy and Youth Employment	Information regarding the level of involvement and most importantly support from other ILO units to the	W4Y HQ and country teams	Document review Interviews e-survey

Evaluation Questions – “What do we want to know”	Sub – questions - Evaluators understanding of “what do we want to know?”	Information to be gathered - ¿Which information or indicators will be used in order to show what we want to know?	Information sources - Where can the information be found, required for showing what we want to know	Methodology of information gathering - How do we obtain the required information?
national implementing partners?	Programme) ILO country offices support to the project	project		
How appropriate and useful are the indicators included in the Monitoring and Evaluation system and the related data collection practices? Does the project management team use the information generated by the M&E system?	Is the M&E framework complete (process, output, outcome and impact indicators)? Are indicators adequately defined? Are they recollected periodically? Is information timely used for learning and adjustment?	Diversity, quality, adequateness of indicators, periods of recollection and use.	W4Y HQ and country teams	Document review Interviews e-survey
Do implementation strategies need to be adjusted in the second half of the project in order to improve effectiveness of management arrangements?	I suggest to reformulate the question as follows: “Does management arrangements need to be adjusted.....”	A conclusion of findings produced through responding to the evaluation questions of this section	Discussion of preliminary conclusions with W4Y HQ team	Discussion

Annex 4: Work Plan

Evaluator's tasks										
	Dates	Work Days	June	July	August	September	October	November	December	
1 Pre-mission preparation	Sep 16	5				X				
1.1 Review of TOR		1				°				
1.2 Home-based review		4				°				
<i>Deliverable a: Inception report</i>	<i>Sept 23</i>					X				
2 Evaluation mission	Oct 1	22					X X X X			
2.1 HQ briefing/interviews		5					°			
2.2 Field missions		12					° ° ° °			
2.3 Home-based reviews		5					° ° ° °			
3 Report drafting	Nov 1	10						X X		
<i>Deliverable b: Draft evaluation report</i>	<i>Nov 15</i>							X		
4 Reporting finalization and debriefing	Dec 2	5								X
<i>Deliverable c: Final evaluation report</i>	<i>Dec 9</i>									X
<i>Deliverable d: Evaluation summary</i>	<i>Dec 9</i>									X
<i>Deliverable e: Debriefing</i>	<i>Dec 9-13</i>									X
TOTAL WORK DAYS		42								

Annex 5: Evaluation mission schedule by country

- Malawi
 - Monday, September 30 to
 - Wednesday, October 2, 2013
- Zambia
 - Wednesday, October 2 to
 - Tuesday, October 8, 2013
- ILO HQ Geneva
 - Wednesday, October 9 to
 - Wednesday, October 16, 2013
- FYR Macedonia
 - Wednesday, October 16 to
 - Tuesday, October 22, 2013
- Cambodia
 - Thursday, October 24 to
 - Tuesday, October 29, 2013

Annex 6: List of persons interviewed

Interviews conducted in Malawi

- Mrs Belinda Chanda, ILO Lusaka, Programme Officer
- Mr Beyani Munthali, Executive Director ECAM, Employers' Consultative Association of Malawi
- Mrs Jessie Ching'oma, Deputy Director Education and Organising, Malawi Congress of Trade Unions
- Mrs Nini Brenda Sulamoyo, Responsible for youth enterprise and employment, Ministry of Sports, Youth Development and Welfare
- Mr Godfrey Kafare, Ministry of Labour
- Mr L. C. Theu, Ministry of Labour
- Mr HKK Nyangulu, Labour commissioner, Ministry of Labour
- Mr Khalid Hassan, IPEC/ILO Malawi
- Ashwani Aggarwal, Skills development expert ILO Pretoria
- Mr Medson Makwimba, Principal Statistician, NSO

Interviews conducted in Zambia

- Mr Kakuwa Musheke, Ministry of Youth and Sports
- Mrs Mwenga Kapasa, Zambian Congress of Trade Unions
- Mr Fredrick Mwansa, Ministry of Labour and Social Security
- Mr Mazuba Banda, Campus Curu University of Zambia
- Mr Hilary Hazele, Zambia Federation of Employers
- Mr Francis Chigunta, Lecturer University of Zambia
- Mr Mkupa Nunlwe, National Economic Advisory Council
- Mr John Banda, National Project Coordinator Youth Employment ILO Lusaka
- Mr Nicholas Chasimpha, IPSOS Field Manager
- Mrs Alice Nanga, IPSOS Country Manager
- Mrs Cynthia Chiselebwe, IPSOS Senior Research Executive
- Mr Martin Clemenson, Director ILO Lusaka
- Mr Michael Mwasikakata, Employers Specialist ILO Pretoria
- Mrs Rose Anang, Senior Workers Specialist ILO Pretoria
- Mrs Inviolata Chinyangarara, Workers Specialist Pretoria

Interviews conducted in or from ILO Geneva

- Mrs Dorothea Schmidt-Klau, ILO Evaluation focal point
- Mrs Carla Henry, ILO Evaluation Office
- Mrs Yuka Okumura, Evaluation Manager
- Mrs Sara Elder, W4Y project team
- Mr Yves Perardel, W4Y project team
- Mrs Yonca Gurbuzer, W4Y project team
- Mr Susan Divald, W4Y project team
- Mr Marco Minocri, W4Y project team
- Mrs Valentina Barcucci, W4Y project team
- Mr Gianni Rosas, Youth Employment Programme
- Mr Steve Cumming, The MasterCard Foundation
- Mrs Azita Berar Awad, *Director of Employment Policy department*
- Mr José Manuel Salazar-Xirinachs, *Assistant Director General for Policy*
- Mrs Susana Puerto Gonzales, Youth Employment Network (ILO+WB+UN)

- Mr Jean Paul Barbier, Employment policy
- Mrs Claire Harasty, Employment policy
- Mr Laura Brewer, Skills and employability
- Mr Michael Axmann, Skills and Employability
- Mrs Olga Strietska-Ilina, Skills and employability
- Mrs Christina Wieser, Labour market trends
- Mr Theodoor Sparreboom, Labour market trends
- Mr Mustafa Hakki Ozel, Labour market statistics
- Mrs Marie-Claire Sodergren, Labour market statistics
- Mr Markus Pilgrim, Small and medium enterprise development
- Mrs Carole Coates, Management support unit
- Mrs Mariangels Fortuny, Management support unit
- Mr Toshi Inoue, ILO budget
- Mrs Giorgia Muresu, Partnerships
- Mr Guillermo Dema, Regional Office for Latin America, Employment policy
- Mr Werner Gate, Regional Office for Latin America, W4Y statistician
- Mr Diego Rei, Regional Office for Africa, youth employment
- Mrs Tita Prada, DGP/FOP Office
- Mrs Audrey Esposito, DGP/FOP Office
- Mr Gugsu Yimer Farice, Africa RO
- Mr Geir Tonstol, Africa RO
- Mrs Giovanna Rosignotti, Programme
- Mr Antonio Graziozi, Director DWT Budapest
- Mr Mathieu Cognac, RO Asia Pacific Bangkok
- Mrs Pamornrat Pringsulaka, RO Asia Pacific Bangkok

Interviews conducted in Macedonia

- Mr Mile Boskov, President of the Business Confederation Macedonia
- Mrs Sevedlinka Eftimova, Business Confederation Macedonia
- Mrs Valentina Disoska, Association of Business Women
- Mr Mladen Frchovski, Advisor for Employment Policies, Ministry of Labour and Social Policy
- Mrs Biljana Zivkovska, Advisor National Employment Service Agency
- Mrs Belinda Nikolovska, General Secretary of the Organization of Employers of Macedonia
- Mrs Lidja Naskovska, Federation of Trade Unions of Macedonia
- Mrs Nikica Mojsoka Blazevski, American College Skopje (University)
- Mr Chedomir Dimovski, Vocational Education and Training Center
- Mr Emil Krstanovski, ILO NC
- Mrs Violeta Krsteva, State Statistical Office Macedonia

Cambodia

- Mr. Tun Sophorn, ILO National Coordinator,
- Mr. HEANG Kanol, Deputy Director General, National Statistics Institute, Ministry of Planning
- Ms. Liv Dannet, Research Manager, Cambodian Institute of Development Study (CIDS)

- Mr. Chek Lim, Deputy Director General of Youth, Ministry of Education, Youth and Sport (MoEYS)
- Mr. Kong Atith, Secretary General of Cambodian Labour Confederation (CLC)
- Mr. Mak Chamroeun, President, Khmer Youth Association (KYA)
- Mr. Sokhon David, Director of Labour Market Information Department, Ministry of Labour and Vocational Training (MoLVT)
- H.E. HONG Choeun, Director General, National Employment Agency (NEA)
- H.E. Huo Vudthy, Under-Secretary of State , Ministry of Labour and Vocational Training (MoLVT)
- Mr. Khim Sok Heng, Young Entrepreneurs Association of Cambodia (YEAC)
- Mr. Dy Samsideth, Swiss Development Cooperation (SDC)

Annex 7: General interview questionnaire

ILO Project and Field Staff

- To your understanding, will the project be able to deliver relevant information for answering the most striking questions regarding the determinants of youth employment problems and for finding technical and political solutions to them, in your country?
- Which are your personal main expectations regarding projects results?
- Has the project adapted its approach to specific country contexts
- Please indicate the level of your satisfaction with this adaptation
- Does the W4Y project fit into your DWCP? Which problems have you been facing “harmonizing” DWCP and W4Y (if any)?
- In case there is a DWCP under construction in your country, has the W4Y been fully taken on board?
- Based on the quality of data produced by NSOs, is the project team providing effective technical support and quality control over the survey process?
- What was the level of success of this technical support so far?
- Has any national capacity building been targeted by the project?
- Have SWTS results already been publically presented in your country
- Have SWTS results been published and are easily accessible (e.g. internet)
- Have survey results so far been used by national policy
- Has the W4Y team or ILO in your country implemented any activities to ensure that the SWTS results are being used in a policy dialogue process
- According to your knowledge, how effective have these activities been so far?
- Which dissemination activities have been implemented in your country?
- Has the project achieved to deliver the expected added value?
- Has any change been achieved so far (e.g. policy dialogue, policy formulation etc.)
- Please indicate your level of satisfaction with this change (is it adequate according to the levels of effort and the time span which already passed by)
- Do you expect that there is more change still to come?
- What is so far the projects biggest achievement?
- Has there been any delay in the implementation of the project in your country?
- What have been the main elements causing delay?
- What have been the most effective strategies speeding up implementation?
- To what extent can causes of delay be addressed?
- Do you consider delays have been adequately addressed? Level of satisfaction with the results achieved by the action taken
- Is the project adequately staffed considering the results to be delivered?
- Considering the tasks you have to implement in your country and the services and products you have to deliver, is your team adequately staffed?

- Considering the tasks you have to implement in your country and the services and products you have to deliver, is the project adequately funded (budget)?
- Considering the tasks you have to implement in your country and the services and products you have to deliver, is the project schedule adequate and realistic?
- In your country project implementation is so far
 - Ahead of schedule
 - More or less accomplishing the schedule
 - Behind the schedule
- Is your project being managed centralized (Geneva) or decentralized
- Would you suggest that the management arrangement for your country region is able to deliver the expected results and hence should be maintained or would you suggest that future project of similar nature should consider a different management arrangement

ILO FIELD STAKEHOLDERS

- To your understanding, will the project be able to deliver relevant information for answering the most striking questions regarding the determinants of youth employment problems and for finding technical and political solutions to them, in your country?
- Which are your personal main expectations regarding projects results?
- Has the project adapted its approach to specific country contexts?
- Please indicate the level of your satisfaction with this adaptation
- Does the W4Y project fit into your DWCP? Which problems have you been facing “harmonizing” DWCP and W4Y (if any)?
- In case there is a DWCP under construction in your country, has the W4Y been fully taken on board?
- Based on the quality of data produced by NSOs, is the project team providing effective technical support and quality control over the survey process?
- What was the level of success of this technical support so far?
- Has any national capacity building been targeted by the project?
- Have SWTS results already been publically presented in your country
- Have SWTS results been published and are easily accessible (e.g. internet)
- Have survey results so far been used by national policy
- Has the project achieved to deliver the expected added value?
- Has any change been achieved so far (e.g. policy dialogue, policy formulation etc.)
- Please indicate your level of satisfaction with this change (is it adequate according to the levels of effort and the time span which already passed by)
- Do you expect that there is more change still to come?
- What is so far the projects biggest achievement?

Annex 8: E-survey questionnaire

1. Where do you currently work?

National Statistical Office

Government

Private Sector (employer)

Trade Union

Other (please specify)

2. What is your current position?

Manager – Director

Technical staff

Administration staff

Researcher, academic

Other (please specify)

3. How are you involved with the problems of youth employment?

By managing Government programs and policies

Through tripartite dialogue

By non-governmental assistance and advocacy

By doing research on the problem

Other (please specify)

4. In which of the following School-to-Work Transition Survey results presentation workshops have you been participating?

Cambodia

Macedonia

Malawi

Zambia

5. Regarding the workshop itself, for each of the following statements related to how it influenced you, please indicate the extent to which you agree or disagree with the statement.

	Agree Strongly	Agree Somewhat	Neither Agree Nor Disagree	Disagree Somewhat	Disagree Strongly	No Basis for Judgment
The workshop contributed to the analysis and policy debate on youth employment						
The workshop enriched me with new knowledge and provided practical tools for my daily work						
The workshop provided policy recommendations that I can rely on in making my work more effective						
The workshop allowed me to establish new contacts that I still rely on in my work						
The workshop provided some food for thought but no useful policy recommendations.						
The workshop provided some food for thought but no practical tools for my daily work						
The workshop was interesting but of no practical value						

6. If, as a result of the workshop, your knowledge on youth employment increased, what was the most valuable information/know-how you took away from this workshop? Please be as detailed as possible on how you used this knowledge.

7. How well do you think this specific workshop contributed to accomplish the following objectives?

Excellent Good Fair Marginal Unsatisfactory

Strengthened
knowledge of the
youth employment
challenge at global,
regional and national
levels in support to
shaping of evidence-
based policies and
programmes

To contribute to the
promotion of
decent work for
young women and
men and to
eradicate poverty
and extreme hunger
(MDG1).

8. Do you have any additional comments on the ratings used in the previous question?

9. Which are the main contributions of the SWTS survey reports so far, to the efforts to take action on youth employment problems in your country (please select the 3 most important ones)?

Generation of new (previously inexistent) statistical information (data)

Generation of new (previously inexistent) indicators

More reliable information

Globally comparable information

Input for research

Input for policy design

10. Please indicate the level of your satisfaction with this contribution identified in the previous question.

Minimum

Maximum

1

2

4

5

11. Have the SWTS results so far been used for any national youth policy related processes?

Yes

No

Do not know

12. If your response in the previous question has been yes, has any change been achieved so far (e.g. policy dialogue, policy formulation etc.)

Yes

No

Do not know

13. Kindly provide examples of the added value provided through the use of the SWTS findings for national youth policies, or any other comment you consider important.

14. Please indicate your level of satisfaction with this change, if any (is the achieved change adequate according to the levels of effort and the time span which already passed by)?

No change so far

Excellent change

Good change

Fair change

Marginal change

Unsatisfactory change

Do not know

15. Do you expect that there is more change still to come?

Yes No Do not know

16. What is so far the projects biggest achievement in your country?

Annex 9: The potential positive and negative effects of institutions on youth labour market conditions

Relevant institutional features	Potential effects on youth labour market conditions:	
	Positive effects	Negative effects
<p>Education & training policy</p> <ul style="list-style-type: none"> Quality of compulsory schooling Infrastructure for vocational training Reputation & quality of skill credentials Employer willingness to provide training Balance of investment in industry & firm-specific skills/ general skills 	<ul style="list-style-type: none"> ➤ good basic schooling boosts pay prospects & raises efficiency of firms' training investment ➤ strong emphasis on industry and firm-specific skills generates demand for vocational skill & raises pay relative to youth with higher education 	<ul style="list-style-type: none"> ➤ stratification of good/bad schooling reduces participation in further education & widens pay differential amongst youth ➤ weak employer commitment to vocational training diminishes pay prospects of young school-leavers ➤ privatised higher education drives up wage premiums to pay off private debt, increasing wage differentials amongst youth
<p>Employment protection rules for part-time and temporary workers</p> <ul style="list-style-type: none"> Incidence of part-time & temporary contracts Legal rules to protect equal status of part-time & temporary contracts Part-time & temporary jobs as peripheral or core to employment practices 	<ul style="list-style-type: none"> ➤ opportunities for transitions to standard employment forms ➤ access to equivalent pay and benefits (e.g. health cover, unemployment compensation, pension, unfair dismissal, etc.) 	<ul style="list-style-type: none"> ➤ weak rules risk high proportion of youth becoming trapped in part-time and temporary jobs ➤ risk of low status part-time & temporary jobs in segmented labour markets
<p>Youth wage subsidies</p> <ul style="list-style-type: none"> Targeted subsidies to encourage employers to hire young unemployed people Or subsidies targeted at youth from low-income households, low education, low-skill, etc. 	<ul style="list-style-type: none"> ➤ reduce cumulative risk of unemployment amongst youth ➤ equip youth with work experience & access to decent work ➤ provide employers a less costly means of assessing youth performance on the job 	<ul style="list-style-type: none"> ➤ substitution of younger for older workers ➤ destructive job churning caused by opportunistic employers who continually hire and fire to maximise subsidies ➤ where integrated into welfare benefits may eliminate employment rights
<p>Youth minimum wage</p> <ul style="list-style-type: none"> Special sub-minimum for youth or standard minimum wage extended to cover youth Single or multiple youth rates High or low level relative to adult rate Limit application of sub-minimum rate to workers with short work experience Specific provisions for training or apprenticeship Policies to improve compliance 	<ul style="list-style-type: none"> ➤ coverage under adult minimum wage avoids risk of age discrimination ➤ use of sub-minimum encourages better response to high youth unemployment ➤ provisions for experience avoid problems of rewarding age more than experience and on-the-job skills ➤ provisions for apprentice positions reduce training disincentives 	<ul style="list-style-type: none"> ➤ sub-minimum wage conflicts with principle of equal pay for work of equal value ➤ use of multiple sub-minimal increases the risk of age-substitution effects ➤ very low youth sub-minimum wage risks exploitative pay

Source: Reinecke and Grimshaw, forthcoming

Annex 10: SWTS contribution to policy dialogue

	Country	Policy/programme links
1	Armenia	Not yet defined
2	Bangladesh	Not yet defined
3	Benin	Not yet defined
4	Brazil	The government plans to hold a national policy dialogue on youth employment by the end of the year. The findings of the survey will inform this dialogue.
5	Cambodia	Findings will feed the development process of the National Employment Policy
6	Colombia	The government is developing a national youth employment programme and provided funds for the implementation of the survey and for the provision of technical support by the ILO. The results of the survey will inform the programme development.
7	Egypt	The results of the survey will be used to develop a monitoring and evaluation framework for the youth employment programmes and regional youth employment plans that are being implemented at the governorate level.
8	El Salvador	The results of the survey will feed the monitoring and evaluation system of the National Action Plan on youth employment that was adopted by the government with participation of the social partners.
9	Jamaica	Not yet defined
10	Jordan	The STWS will be used to support the implementation of the youth employment priority of the recently-adopted National Employment Strategy.
11	Kyrgyzstan	Not yet defined
12	Liberia	Not yet defined
13	FYR of Macedonia	The data from the SWTS is being used for the development of the M&E system for the implementation of the newly-adopted National Action Plan on youth employment.
14	Madagascar	Not yet defined
15	Malawi	The ILO's school-to-work transition survey is linked to the implementation of the work of the G20 Skills for Employment Action Plan. The national youth policy currently under review will make use of the results of the survey.
16	Nepal	The results of the SWTS will feed into an in-depth review of national policies affecting youth employment. The review will be carried out within the framework of a Japan-funded technical cooperation project aimed, among other objectives, at expanding the scope of YouthPOL.
17	Occupied Palestinian Territory	Not yet defined
18	Peru	The SWTS informed the development of the new National Action Plan for youth employment
19	Moldova	Not yet defined
20	Russian Federation	The results of the survey have been used to conduct an in-depth policy review and for the development of a NAP on youth employment.
21	West Samoa	Not yet defined
22	Tanzania	Not yet defined
23	Togo	Not yet defined
24	Tunisia	The SWTS is informing the implementation of youth employment programmes and regional action plans.
25	Uganda	The findings of the SWTS have been used in tripartite, national discussions over policy and programmatic responses in support of decent work for youth.
26	Ukraine	The questionnaire was adapted to collect information in support of the implementation of the provisions included in the existing Employment Law.
27	Viet Nam	It is planned to use the survey's results for implementation of the TVET policy and the piloting of projects targeting employment of young people in rural areas.
28	Zambia	The government is developing a number of actionable measures to follow the adoption of the National Action Plan for Youth Employment. The results of the survey are being used as baseline for the M&E system.

Source: W4Y project team

Annex 11: Key outputs and activities (according to the project document)

- Output 1.1 SWTS methodological material and revised questionnaire available in different language**
- 1.1: Set up Advisory Group of Experts on labour statistics and survey methodology and hold meeting to review the survey instrument, revise accordingly for better adherence to international standards and formulate an implementation strategy
 - 1.1.2: Review survey questionnaire to include new learn and earn indicators and develop flexible series of optional questions tied to priority identification of countries (eg. Migration, informality)
 - 1.1.3: Adapt and translate methodological guide on SWTS into French, Spanish and other languages of the countries where the survey will be conducted
 - 1.1.4: Adapt existing tabulation plans and guidelines/templates for drafting national reports
- Output 1.2 Fifty-six national SWTS conducted in 28 countries**
- 1.2.1: ILO field specialists trained and capacity strengthened for backstopping the SWTS in respective countries
 - 1.2.2: Infrastructure for survey implementation (first-round) in 28 countries set up
 - 1.2.3: First round of SWTS run in 28 countries in 2011-13
 - 1.2.4: Twenty-eight national reports produced to disseminate SWTS results and highlight detailed youth transition challenges and recommended policy actions
 - 1.2.5: National workshops conducted to discuss findings of the reports and develop roadmaps for follow-up to improve the labour market situation of young people
 - 1.2.6: Infrastructure for survey implementation (second-round) in 28 countries set up
 - 1.2.7: Second round of SWTS run in 28 countries in 2013-14
 - 1.2.8: Twenty-eight national reports produced to disseminate SWTS results and discuss changes over the two-year period in terms of youth transition challenges
 - 1.2.9: National workshops conducted to discuss findings of the reports and discuss progress in policy design and implementation
- Output 1.3 A global database with the data and indicators of the SWTS developed and constantly updated**
- 1.3.1: Design a database to include the data collected through the SWTS, with both raw data and tabulated key indicators of the youth labour market
 - 1.3.2: Obtain data (raw and processed) from 28 countries to populate a growing database, process missing indicators as needed
 - 1.3.3: Design a web-based dissemination tool to facilitate retrieval of data by indicator, country, region, etc.
 - 1.3.4: Constantly update the data and information contained in the database
 - 1.3.5: Design storylines around the data within a framework of interactive internet media to make data and analysis readily available worldwide
- Output 1.4 A global database of information and good practices on youth employment policies and programmes developed and constantly updated⁶⁵**

⁶⁵ The global database will contain information of policies from countries collected through numerous sources, including voluntary submissions. The database will include information on youth employment programmes, their impact and cost-effectiveness regardless of the organization that designed and implemented the programmes (e.g. national and local governments, civil society organizations). The collection of information on practices will build on the current partnership on the youth employment inventory. See www.youthemploymentinventory.org

1.4.1: Develop criteria for detecting successful features and good practices of youth employment policies and programmes, with priority given to interventions that have been evaluated

1.4.2: Develop a database that classifies interventions according to type of measure, country, region, beneficiaries, evaluation results and good practices

1.4.3: Systematically collect information on national youth employment interventions

1.4.4: Develop a web-based programme to make data available through the website

1.4.5: Constantly update the data and information contained in the database

Output 1.5 Ten reports synthesizing regional employment and transition trends for youth, covering five regions and published twice in each region (beginning 2013 and 2015)

1.5.1: Prepare and launch 2013 regional reports

1.5.2: Prepare and launch 2015 regional reports

Output 1.6 Two editions of the Global Employment Trends for Youth published in 2012 and 2014

1.6.1: Develop an outline of the GET Youth 2012

1.6.2: Prepare 2012 GET Youth report

1.6.3: Launch the GET Youth 2012 through the press, radio, TVs and other media

1.6.4: Repeat activities 1.6.1 to 1.6.3 for development and launch of the GET Youth 2014 report

Output 1.7 Five thematic reports on key issues relating to the transition of young people to decent work published by end of 2015

1.7.1: Collaborate with Steering Committees to identify priority issues of concern regarding youth employment and transition challenges and based on discussion develop outlines for five thematic reports

1.7.2: Design a schedule and strategy for release of thematic reports on a flow basis between 2013 and 2015

1.7.3: Conduct research on priority issues and synthesize related SWTS results from database

1.7.4: Prepare thematic reports on the above-mentioned issues

1.7.5: Publish and launch the reports

Output 1.8 Report on MDG and Decent and Productive Employment for Youth launched in 2015

1.8.1: Collaborate with EMP/ELM to produce the world and regional indicators of MDG target 1b indicators for youth

1.8.2: Based on W4Y research programme and data from 1.8.1 above, draft a report that focuses on trends and actions to promote decent and productive work for youth

1.8.3: Develop a package of fact sheets to highlight main findings of the global research effort and best practices in policy interventions

1.8.4: Design a communication strategy to disseminate the MDG Report and fact sheets

1.8.4: Publish and launch the report on the occasion of the MDG Summit that will take place in 2015

Output 1.9 A global campaign on decent and productive work for youth leading to the MDG 2015 Summit implemented

1.9.1: Develop and implement a communication strategy that is based on visual and solution-oriented messages on employability, employment creation and rights at work of young people

- 1.9.2: Develop a guide on communicating decent work for youth and a training programme for journalists and media experts
- 1.9.3: Implement training programme and disseminate guide
- 1.9.4: Establish pro-active working relationships with the media
- 1.9.5: Produce video and animated productions to be broadcasted by major public and private TV and radio channels
- 1.9.6: Produce printed material to be published in the press

Output 1.10 Monitoring and evaluation systems in place with mid-term and final independent evaluations conducted by the end of the programme

- 1.10.1: Conduct regular monitoring of programme performance and prepare quarterly and annual reports to be submitted to the MCF
- 1.10.2: Jointly with MCF, identify external evaluators
- 1.10.3: Conduct mid-term evaluation
- 1.10.4: Jointly with MCF, identify external evaluator for final evaluation
- 1.10.5: Conduct final evaluation

Output 1.11 Call for proposals for national programmes concluded and five concept notes selected

- 1.11.1: Support the development of the eight concept notes
- 1.11.2: Review and ranking of eight concept notes by panel of experts with the support of the ILO
- 1.11.3: Develop proposal for second component of the W4Y Programme, including through the consolidation of outputs of the approved concept notes and development of cross-country outputs.

COMMENTS ON THE ILO PAPER ON “LABOUR MARKET TRANSITIONS OF YOUNG WOMEN AND MEN IN ZAMBIA”

Paper presented to a stakeholders workshop on
3rd October 2013 at Pamodzi Hotel, Lusaka

COMMENTS COLLATED BY LUKWESA KAEMBA (MSc. – ECON.; MA – DEV. STUDIES) ON
BEHALF OF THE ECONOMICS ASSOCIATION OF ZAMBIA

10/10/2013

1.0 INTRODUCTION

The Economics Association of Zambia (EAZ) was part of the exchange of views at the workshop that was held on 3rd October 2013 at Pamodzi Hotel in Lusaka at which an International Labour Organisation (ILO) draft Work4Youth Publication Series No. 5 entitled “Labour Market Transitions of Young Women and Men In Zambia”, which was authored by the consultants Francis Chigunta and Ngosa Chisupa (Chigunta-Chisupa Report), was presented and discussed. This workshop was attended by stakeholders from the Government, Private Sector, Civil Society Organisations (CSOs) and individuals, as well as International Agencies (Cooperating Partners (CPs)) including the ILO, and the Media. That paper mainly deals with issues of the ability of the youth (or young people), designated by the ILO for this exercise as being in the age-group 15 -29 (15-29 young people), making a successful transition from academics to settle into a stable income-earning occupation. In dealing with these issues, the paper is the project output of the ILO custom designed “School-to-work Transition Survey (SWTS) and the Labour Demand Enterprise Survey (LDES)”. These two surveys have chosen to address specific segments of the Labour Market for the countries in which they have been implemented, which is mostly in the Developing Countries, but the overall concern running through all of them, is to contribute to the substantial reduction of unemployment, which critically is affecting the young people of most countries in the world, Zambia included. In this regard, reflecting on the discussions that took place at the workshop on 3rd October in Lusaka and the content of the aforementioned report, the EAZ has been compelled to submit some written comments on the report.

The comments below are divided into two sections: the first section is that of general comments; and the second section is that of specific comments referring to bodies of text in the report. This commentary also ends with some conclusions.

2.0 GENERAL COMMENTS

(i) The Chigunta-Chisupa Report is full of very useful labour market information of the 15-29 young people. It brings out the current issues affecting these young people in the labour market. It also makes a good attempt at getting employers to explain their attitude towards young people in the labour force. However, this report does not really raise new issues as in the past 30 years, several researchers in Zambia have dealt with one or several issues being tackled in this report. Most of these research reports can be found on the internet or with relevant institutions in Zambia such as the Technical Education, Vocation Education and Training Authority (TEVETA); the National Youth Development Council (NYDC); the Ministry of Youth Development and Sport; libraries, CSOs; CPs; and other Government Ministries. Hence, the data provided in this report is largely an update on these past reports, of which some are decades old while others are only months old. This update is very welcome for current policy analysis, but the references for this report should have gone beyond official documents and included some lessons from private researchers as well, because the urgency to resolve youth unemployment is under great pressure from the high population growth which is maintaining an undesirable wide-bottomed population pyramid in the country. It is important to learn from tried initiatives, so that we do not seem to repeat measures that have been shortlived.

(ii) In the main body of the Chigunta-Chisupa Report, the analysis is mainly on social aspects of the 15-29 young people. There is no problem in as far as this analysis is derived from survey instruments whose structure and content is already pre-determined by the sponsor i.e. in this case, the ILO. However, the Report should have had a more extensive background on the Zambian economic dynamics as they affect the labour market in the country, especially of the young people. The current structure of the economy and its investment flows should have been briefly analysed.

Clearly, indicative economic measures have to be brought into play for various institutions to positively respond to moving significant numbers of young people out of unemployment. This also requires an examination of Zambia's wider economic comparative advantages that have absorptive capacities of young members of the country's labour force. These analyses are important because they would lead to a clearer understanding of the policy recommendations that have been made in the Report on the economy.

(iii) Before the Chigunta-Chisupa Report is produced for final publishing, coherency on data analysis should be verified so that incidences of reference to shadow data and conceptual contradictions in a few places is avoided.

3.0 SPECIFIC TEXTUAL COMMENTS

(i) In the first line of the bottom paragraph on page 12, it should have the words "work" and "school" switched.

(ii) The comparison of data from the SWTS and the 2007 Zambia Demographic and Health Survey (2007 ZDHS) on page 26 on pregnancy is not valid, because the SWTS is talking about both male and female young people who are married, whereas the 2007 ZDHS refers only to married young women.

(iii) Conceptually, the Dependence Ratio is commonly known to measure the burden of a non-economically active age-group on an economically active age-group, for example; the dependence of children aged 0-14 on the economically active age-group 15-65+. However, the situation presented in the first paragraph on page 27 does not seem to fit into this concept as the technical term "dependence ratio" is used. It is contentious that by merely living with a parent, this collectively raises the dependence ratio, since after all, a good number of young people living with their parents may be economically active and therefore, not truly dependent on their parents. If anything is to go by in this analysis, it is the young people in the rural areas who are more likely to endure a high dependence ratio because the majority of the children in the country's population are in the rural areas. Table 3.3 on the same page and the analysis ascribed to it should be checked for consistency.

(iv) When discussing completion of education by a young person in the report, the phrase should always be "education level completed", in order to avoid questions on the part of the reader as to, what is the level of completing education.

(v) At the beginning of the report the reader is informed that the SWTS is a pre-determined structured instrument. Hence, the inference made about pregnancies in the paragraph at the top of page 30 cannot be held as valid as the Table from which it is derived (Table 3.5 on the same page) does not contain any data on pregnancies.

(vi) Early in the Report, it tells the reader that it relies for its technical interpretations on ILO accepted concepts such as the definition on "the employed" as given on page 81 as including persons of the age of 15 and upwards. It therefore, cannot be acceptable that on page 34 in the paragraph on Child Labour, the young people aged 15-17 who were working are said to be part of child labour.

(vii) On page 35 there is a sub-title "3.5 Current Students" and its Tables do not make any distinctions of the age of students, yet the analytical text in its first paragraph makes inferences to do with age and level of education which is not shown in Table 3.10.

(viii) In the paragraph on page 42, the reason why there are more young people in the age-group 25-29 who are working than in the age-group 20-24 does not seem to be due to long stay in education because on page 31, about 70 percent of the youth will have long stopped school, either at primary or secondary level and should have been working in the age-group 20-24 but fewer are working due to long periods of waiting for employment as shown on page 40.

(ix) In Table 3.24 on page 47, there is a need to explain why income for the young people who have completed primary education is lower than income for those who have completed no education level, yet on page 31 it is shown that there are far many more young people who have completed primary education than those who have no education.

(x) In the bottom paragraph on page 47, there is a need to examine whether young people can afford the cost of money on the market rather than implying that they are not interested to use the money on the market in their economic activities.

(xi) It seems erroneous in the first paragraph of section 5.1 on page 68, to imply that there no Zambian private sector enterprises that employ more than 50 people because a keen follower of materials presented in the Zambian mass media would assert that there are Zambian enterprises that employ more than 50 people and some of these enterprises are by name such as Zambeef; Autoworld; Handiman's Paradise; Keembe Beef; Radian Stores; Sable Transport; GBM Milling and other millers; large commercial farms; brewers; and many more.

(xii) In the third paragraph on page 68, it might be advisable to state that market entry is the problem young people suffer rather than competition because competition is a given for any market operations at any level and the advantages outweigh the disadvantages.

(xiii) After discussing the perceptions of employers in Chapter 5 it could be deduced that employers were being polite and modest about the measures they create towards absorbing young people from the unemployed labour force. The conventional conditions they claim to abide to, do not seem to be matching with the aspirations of the young people in large enough measure nor do the market data vindicate the smooth functioning of these measures. On the other hand, the employers seem to have a veiled demand of a package of incentives from Government for them to improve on accommodating young people's employment needs.

4.0 **CONCLUSION**

Clearly, the Chigunta-Chisupa Report shows that the tandem of Government-Private Sector to create a conducive environment that facilitates increased steady movement of young people from academic and training establishments to stable work, is not functioning well. It is very worrying that too many young people in the active labour force are outside the formal sector since in the total population of the country, young people number more than 60 percent. Since the Total Fertility Rate (TFR) of the country is high, this translates in a worrisome economic dependence ratio as there is a tendency to perpetuate poverty situations due to low availability of reinvestable resources in the country. Hence, stakeholders, including Government and this Report, have to be bold and brave and come up with measures that show in concrete terms that the quality of the supply side of the labour market is being addressed by especially marching training with skills in demand in enterprises. On the other hand, it is imperative that Government gives clear signals to enterprises that it supports the expansion of the formal sector by exponential leaps and that it will reward private sector enterprises that are responding well to measures inducing job creation for the young people. It is

well known that a growing private sector leads to sharing wealth in the population, and thus reducing the prevalence of poverty, especially among young people.

Annex 13: Terms of Reference

TERMS OF REFERENCE

**Work4Youth – Improving decent work opportunities for youth
through knowledge and action**

Mid-Term Independent Evaluation

KEY FACTS

Project title:	Improving decent work opportunities for youth through knowledge and action (Work4Youth)
TC code:	GLO/11/01/MCF
Project administrative unit:	Management Support and Coordination Unit of Employment Policy Department
Technical backstopping unit:	ILO Youth Employment Programme
Type of evaluation:	Independent
Time of evaluation:	Mid-term
Evaluation manager:	Yuka Okumura

TABLE OF CONTENT

1. EXECUTIVE SUMMARY	18
2. BACKGROUND INFORMATION	18
2.1. GOALS AND OBJECTIVES OF W4Y	ERROR! BOOKMARK NOT DEFINED.
2.2. PROJECT STRATEGY	ERROR! BOOKMARK NOT DEFINED.
2.3. INSTITUTIONAL AND MANAGEMENT SET-UP	ERROR! BOOKMARK NOT DEFINED.
2.4. TIMELINE AND BRIEF SUMMARY OF PROGRESS	ERROR! BOOKMARK NOT DEFINED.
3. PURPOSE AND OBJECTIVES OF THE EVALUATION	ERROR! BOOKMARK NOT DEFINED.
4. EVALUATION SCOPE	ERROR! BOOKMARK NOT DEFINED.
5. EVALUATION CRITERIA AND QUESTIONS	ERROR! BOOKMARK NOT DEFINED.
6. METHODOLOGY	ERROR! BOOKMARK NOT DEFINED.
6.1. MISSION PREPARATION (HOME BASED)	ERROR! BOOKMARK NOT DEFINED.
6.2. EVALUATION MISSION: ILO HEADQUARTERS-BASED REVIEW	ERROR! BOOKMARK NOT DEFINED.
6.3. EVALUATION MISSION: SAMPLE OF TARGET COUNTRIES	ERROR! BOOKMARK NOT DEFINED.
6.4. HOME-BASED REPORT DRAFTING	ERROR! BOOKMARK NOT DEFINED.
7. MAIN DELIVERABLES	ERROR! BOOKMARK NOT DEFINED.
8. MANAGEMENT ARRANGEMENTS AND WORK-PLAN	ERROR! BOOKMARK NOT DEFINED.
7.1. MANAGEMENT ARRANGEMENTS	ERROR! BOOKMARK NOT DEFINED.
7.2. EVALUATOR'S WORK-PLAN	ERROR! BOOKMARK NOT DEFINED.
7.3. WORK DAYS, FEES AND PAYMENT SCHEDULE	ERROR! BOOKMARK NOT DEFINED.
7.4. DESIRED COMPETENCIES OF THE EVALUATOR	ERROR! BOOKMARK NOT DEFINED.
9. LEGAL AND ETHICAL MATTERS	ERROR! BOOKMARK NOT DEFINED.
10. ANNEXES	ERROR! BOOKMARK NOT DEFINED.

1. Executive summary

The Work4Youth project is the result of a public/private partnership between the ILO and The MasterCard Foundation. The project's implementation started in May 2011 and will end in May 2016. The field of intervention of Work4Youth is *data collection and analysis oriented towards policy formulation*. The main research focus is the transitions of young people to the labour market.

ILO rules require that technical cooperation projects with a budget over USD 5 million must undergo a mid-term independent evaluation. Work4Youth is now half-way through Year Two of project implementation and it has been operational for more than 25 months out of a full life-time of 60. It is therefore timely for Work4Youth to undergo an evaluation over the forthcoming months. The evaluation will be carried out by a single evaluator.

The main objectives of the evaluation are the following:

- a. *Assess implementation progress against planned results;*
- b. *Identify success factors and good practice;*
- c. *Review project logic, results framework and assumptions;*
- d. *Determine the constraints faced by the project;*
- e. *Indicate advisable programmatic changes and reorientation of project management practices.*

2. Background information

2.1. Goals and objectives of W4Y

The Work4Youth project is the result of a public/private partnership between the ILO and The MasterCard Foundation. The project's implementation started in May 2011 and will end in May 2016. Its budget is USD 14.4 million.

The long-term, **development objective** of Work4Youth is:

To contribute to the promotion of decent work for young women and men and to eradicate poverty and extreme hunger (MDG1)

The project has one *immediate objective*, envisaging that

Strengthened knowledge of the youth employment challenge at global, regional and national levels supports the shaping of evidence-based policies and programmes.

Young people represent the promise of changing societies for the better. Yet, there are not enough decent jobs for them. Their transitions to the labour market are long and difficult, and even more so since the global recession in 2008 and 2009⁶⁶. It is therefore a compelling priority of governments across the world to address the youth employment challenge through effective policy measures.

Availability of data on the characteristics and extent of the challenge is a prerequisite to designing relevant policy and programmatic initiatives at the country level. ILO constituents have emphasized this message within the Resolution on Youth Employment (*'The youth employment crisis: A call for action'* – please refer to Annex 8) adopted at the 101^o International Labour Conference of the ILO held in Geneva in June 2012.

⁶⁶ ILO, *Global Employment Trends for Youth*, Geneva, 2013

The Work4Youth project, with its immediate and the development objectives focusing on knowledge development and dissemination, is fully in line with the 2012 Resolution. The field of intervention of Work4Youth is *data collection and analysis oriented towards policy formulation*. The main research focus is the transitions of young people to the labour market. The project implements a research work-plan that aims to produce national, regional and global-level studies. Such knowledge products, mostly based on evidence from *school-to-work transition surveys* (SWTSs) run in twenty-eight countries, are widely disseminated through the channels highlighted in section 2.2 below.

By the end of the project, it is expected that in half of the target countries new youth employment initiatives will have emerged, associated with the results of Work4Youth (i.e. updated youth labour market indicators or transition indicators from the surveys are utilized to produce a situation analysis, logframe/workplan or M&E plan of new youth employment initiatives). In addition, it is also expected that stakeholders in non-target countries will approach the project team with a request for support to implement the Work4Youth intervention in their countries.

2.2. Project strategy

Annex 1 provides a visual of the project’s log frame. The Work4Youth strategy envisages the implementation of the *school-to-work transition survey* (SWTS) in 28 target countries (see Table 1). The project document offers a first list of selected countries. A few substitutions, reflected in the table below, became necessary during implementation, when the project was faced with the impossibility to progress further⁶⁷.

Table 1: W4Y target countries for national surveys

Asia and the Pacific	Eastern Europe and Central Asia	Latin America and the Caribbean	Middle East and North Africa	Sub-Saharan Africa
Bangladesh Cambodia Nepal	Armenia FYR Macedonia Kyrgyzstan	Brazil Colombia El Salvador	Egypt Jordan Occupied Palestinian Territory Tunisia	Benin Liberia Madagascar
Samoa Viet Nam	Moldova, Republic of Russian Federation Ukraine	Jamaica Peru		Malawi Tanzania Togo Uganda Zambia

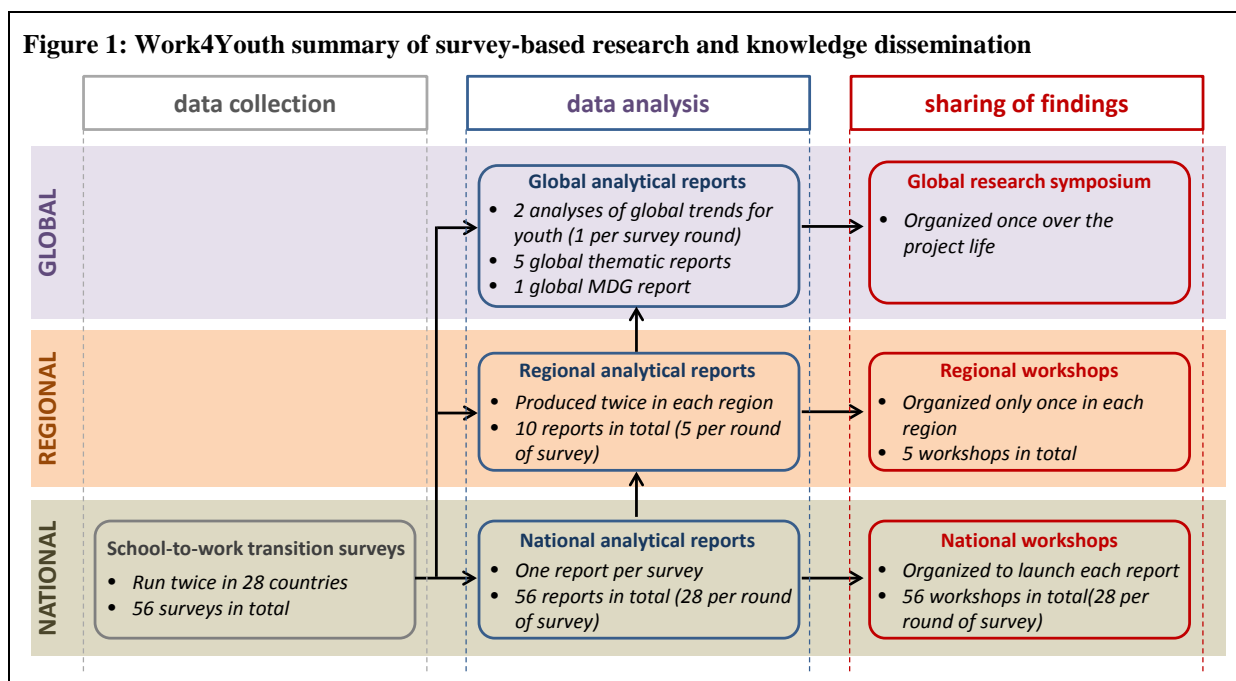
The SWTS is an ILO research tool designed to collect fresh and nationally representative data focusing on the youth labour market and the transition of young people to the world of work. The data in itself is not unique, although it tends to be more comprehensive than a typical labour force survey. What is unique about the SWTS is 1) the development of indicators that define the stages of transition and the quality of transition and 2) the application of “decent work” as a concept to be integrated into the analytical framework built around the SWTS. The survey for young people is complemented by a second survey for enterprises. Together the two generate a large pool of data on the characteristics and labour market attachments of young people as well as on the enterprises that could absorb them. The project mainly runs the survey targeting young people directly. Complementary enterprise

⁶⁷ New countries have been identified through consultations with ILO field specialists and the donor. The final selection was based on countries’ priorities and knowledge needs on the one hand, and local capacity on the other. This includes considerations on the capability of the National Statistics Office in each country to handle the survey work within the time frame required by the project’s work-plan.

surveys are implemented in some target countries, where *ad-hoc* partnerships are established to cover the costs (not included in the project’s budget).

National surveys are mostly implemented through a partnership with the National Statistics Office of the targeted country. The information collected is used to produce a national report, which analyzes survey findings and proposes policy recommendations. These are then shared with constituents at a national workshop, which includes representatives from government, national and international agencies and other key stakeholders, offering an opportunity to review survey findings and discuss any policy follow-up with the assistance of the ILO.

In addition to country-level research, Work4Youth strategy includes regional and global work. Survey findings are pulled together across countries and regions to inform an evidence base for analyses and recommendations with regional and global scope. Through publications and several events, knowledge generated by the project is disseminated to researchers and experts on youth employment. They will be able to utilize the Work4Youth’s research products as inputs to discussions and further research. A summary of Work4Youth survey-based research and knowledge dissemination strategy is illustrated by Figure 1 below.



Finally, the project is building global databases on youth employment statistics and youth employment policy. They complement the survey data-based research outputs. The first database (YouthSTATS) is a repository of SWTS statistical datasets and other statistics, and will eventually host all survey datasets as well. The second database (YouthPOL) makes available qualitative analyses of national policies affecting youth employment. These two knowledge products have a geographic scope that goes beyond the twenty-eight survey countries. Their target audience is policy-makers and researchers, who will be able to access the information stored in the databases through global on-line platforms.

2.3. Institutional and management set-up

Work4Youth is funded by The MasterCard Foundation as part of the Foundation’s Youth Learning programme. The project’s funds and management are centralized and based in the ILO Headquarters in Geneva. The only exception to the project’s centralized structure is a part-time (50%) National Officer and Statistician based at the ILO Regional Office in Lima (Peru). The geographic location of the project in Geneva, within the same premises as the ILO’s Youth Employment Programme, the

ILO unit dedicated to youth issues, facilitates integration between the project's operations and the ILO work in Headquarters and in the field.

The project management team consists of:

- Research Specialist
- Team of statisticians including an Economist/Statistician and a Statistician/Econometrician
- Programme Officer
- Research Assistant
- Part-time (50%) Communications Officer
- Administrative Assistant

The global coordinator of the Youth Employment Programme has been providing general oversight. An organigramme of the project management team is provided in Annex 2.

At country level Work4Youth implements most surveys through partnerships with the National Statistics Offices (NSOs). Running the project's surveys is therefore a prerogative of the NSOs, which have the national mandate on this type of work. The project team provides technical assistance throughout the implementation process, and it is ready to travel to the country and provide training to survey supervisors when requested to do so. In two cases, Tanzania and Zambia, the project commissioned the survey to a private institution, given that working with the NSOs was not an option.

The project collaborates with ILO field offices and relies on their support for follow-up initiatives once the survey is completed and its data and findings available. Such collaboration is beneficial and necessary, given that Work4Youth does not have the scope nor the resources required to provide ILO constituents with technical assistance throughout a potential follow-up on the survey findings and recommendations included in the national survey reports. Rather, it is the permanent ILO presence in the field, with the backstopping of specialists in both regional offices and Headquarters, which is necessary to guarantee assistance throughout the follow-up. The results of such follow-up, however, represent the accomplishment of the immediate and the development objectives of Work4Youth. Therefore, in order to fulfill its long-term objectives the project should to the extent possible maximize opportunities for collaboration with other ILO (and non-ILO) relevant field initiatives.

2.4. Timeline and brief summary of progress

The overall project life is five years, from May 2011 to May 2016. The project is now in its Year Two of implementation⁶⁸. More than 50% of target countries have completed the first round of SWTS. In most of the remaining countries, the first round is at the final stages. Where the survey is completed, national reports are being drafted and/or finalized. The project has also started to hold national workshops in countries where the report is final. The evaluator will find detailed information about progress on these and other outputs in the quarterly reports prepared by the project management team to the donor.

1. Purpose and objectives of the evaluation

ILO rules require that technical cooperation projects with a budget over USD 5 million must undergo a mid-term independent evaluation. Work4Youth is now half-way through Year Two of project implementation and it has been operational for more than 25 months out of a full life-time of 60. It is therefore timely for Work4Youth to undergo an evaluation over the forthcoming months. The results

⁶⁸ It is important to note that not all of the project's five implementation years are twelve-month long. The length of Year One has been extended to sixteen months, while Year Five has been shortened to five months. Such an adjustment to the Work4Youth timeline has been necessary in order to align the financial calendar of the project to that of the ILO, based on the calendar year.

of the mid-term evaluation will feed into the next work-plan and budget revisions scheduled for the early months of 2014.

The main objectives of the evaluation are the following:

- f. *Assess implementation progress* of the W4Y project against its work-plan and towards its medium- and long-term objectives; establish whether such progress has been achieved in an effective and efficient manner in the contexts where the project operates, given the available resources
- g. *Identify success factors and good practice* that have influenced the project's achievements; recommend innovative ways to apply these lessons learned within W4Y implementing strategy for the second half of the programme
- h. *Review project logic*, results framework and targets set for the end of the project, as well as assumptions and risk analysis
- i. *Determine the constraints faced by the project*; suggest whether corrective measures to W4Y implementation approach are necessary for the rest of the project cycle; specify which ones by providing pragmatic recommendations
- j. Based on the results of a, b, c and d, *indicate advisable programmatic changes and reorientation of project management practices*, if the need for any has emerged with a particular focus on implementing the second half of surveys.

The clients of the evaluation are:

- d. The MasterCard Foundation
- e. The ILO, and in particular the Work4Youth project management team, ILO offices in target countries and other field and headquarter officials
- f. Constituents and implementing partners (National Statistics Offices) in target countries

The findings of the evaluation will be used to:

- d. Design solutions (managerial and/or programmatic) to enhance the impact of identified good practice as well as corrective measures whenever necessary
- e. Contribute to organizational learning within the ILO by disseminating the experience of Work4Youth through the evaluation report, using the EVAL's i-Track evaluation database. The evaluation report will be disseminated to the department and field offices directly concerned with the project implementation.
- f. Inform The MasterCard Foundation's understanding of best practices in research and policy projects intended to improve the effectiveness of employment and entrepreneurship interventions for young people, especially in Sub Saharan Africa.

2. Evaluation scope

The evaluation will cover the period between the start of Work4Youth operations in May 2011 to the present. The following project components will be assessed:

- Work4Youth global management hub
- Work4Youth activities in a selection of target countries in different regions. The evaluator will:
 - i. Travel to four countries. They will be selected among the countries where the survey is completed (and namely⁶⁹: Cambodia, Vietnam, Armenia, Russian Federation, Ukraine, El

⁶⁹ List based on implementation progress when this TOR was drafted (evidence from the project's M&E system).

Salvador, Peru, Egypt, Jordan, Benin, Liberia, Malawi, Togo, Uganda, and Zambia). The evaluator will visit at least one of the countries where the *whole* implementation process (including survey rollout, stakeholder workshop for dissemination and validation of survey findings, and finalization of national report) is completed. This will offer the evaluator an opportunity to assess a full round of Work4Youth intervention at the country level. When this TOR was drafted, qualifying countries were Cambodia and FYR Macedonia. In addition, two out of the four mission countries should be in Africa, in order to reflect the relatively larger proportion of target countries in that region compared to others.

- ii. Review an additional sub-set of target countries through a desk review and possible e-surveys. These additional countries will be chosen among the ones where the first round of survey has been completed.

Based on the information reviewed, the evaluation will produce findings and recommendations relevant to the Work4Youth intervention globally.

The evaluation's final recommendations will be based on the following evaluation criteria: (i) validity of design; (ii) effectiveness; (iii) efficiency of resource use; (iv) management arrangements. These criteria are based on the internationally agreed standard performance criteria.

3. Evaluation criteria and questions

The evaluation will examine the project on the basis of the questions listed below and against the five standard evaluation criteria. The evaluator will start from the proposed set of questions and develop a more detailed analytical structure of questions and sub-questions. Gender equality concerns will always be taken into account.

I. Validity of design

- *Is the results framework still appropriate, given the expectations of the ILO and the donor? Is the demand for survey results, which provides the rationale for the project intervention, still relevant at national, regional and global levels?*
- *Based on the implementation experience to date, is the system of outputs realistically achievable considering the time, financial and human resources available?*
- *Once successfully completed, is Work4Youth's set of outputs likely to smoothly contribute to its outcomes? What are the main constraints faced by the project in achieving such medium and long-term goals?*
- *Are there modifications in the design suggested for the second half of the project? If so, what trade-offs may need to be made in order to accomplish these modifications?*

II. Effectiveness

- *Has the project adapted its approach to specific country contexts? Has it been responsive to political, legal, and institutional challenges where it operates? Was the decision to move out of a country and find a substitute vis-à-vis the original list of target countries, when this occurred, based on convincing evidence of the impossibility to progress further?*
- *Based on the quality of data produced by NSOs, is the project team providing effective technical support and quality control over the survey process?*
- *What national capacities have been targeted by the project, and what does evidence suggest has changed?*

- *How have survey results been used by national policy makers in countries where these have been completed? How effective has the project been in ensuring that they are utilized in the most appropriate manner for policy improvement? Are there lessons to be learned from countries that have been more successful in applying the data? Can such lessons be replicated in other countries within the scope of the project?*
- *How effective has the communication strategy and deliverables (website/videos/PSA/convenings, ..) been at disseminating the project's regional and global products and knowledge (including reports and databases)? What evidence exists regarding its reception?*
- *Does the implementation approach need to be adjusted in the second half of the project in order to improve effectiveness? If so, what trade-offs may need to be made in order to accomplish these adjustments?*
- *Has the project achieved to deliver the expected added value? How much innovation (degree of change) produce (or are expected to produce) the additional information the survey provides on youth employment or unemployment?*
- *What is so far the projects biggest achievement?*

III. Efficiency of resource use

- *What have been the main elements causing delay? What have been the most effective strategies speeding up implementation? To what extent can causes of delay be addressed?*
- *Given the distribution of project's human and financial resources across outputs and the progress made on each of them, are such resources efficiently allocated?*
- *Has the project's budget structure and financial planning process ever represented an obstacle to efficiently use, allocate and re-allocate financial resources?*
- *How do the donor's reporting requirements impact the management of the project? Has the project responded timely, accurately and effectively to such requirements? Do communication procedures between the project management team and the donor facilitate smoother implementation? What recommendation does the evaluator have to address these learnings in the second half of the program?*
- *Does design or implementation need to be adjusted in the second half of the project in order to improve efficiency of resource use? If so, what trade-offs may need to be made in order to increase efficiency?*

IV. Management arrangements

- *Is the project well organized? Are time frames and work-plans realistic?*
- *Is the project's management structure appropriate, and in particular:*
 - i. *Is the project adequately staffed considering the results to be delivered?*
 - ii. *The project's management structure is mostly centralized. Based on the experience of the only case of decentralization (Latin America), is the project's main approach justified and effective?*
- *Has the project staff sought and received adequate support and cooperation from the relevant ILO units and offices and from its national implementing partners?*

- *How appropriate and useful are the indicators included in the Monitoring and Evaluation system and the related data collection practices? Does the project management team use the information generated by the M&E system?*
- *Do implementation strategies need to be adjusted in the second half of the project in order to improve effectiveness of management arrangements?*

4. Methodology

The evaluation will be carried out by a single evaluator. The assessment of project's design, implementation and progress will be based on a combination of methods such as review of written material and interviews through direct meetings or phone/skype. This section highlights the main methods that the evaluator is expected to adopt. If the evaluator considers helpful to complement the methodology with additional methods, she or he can do so and submit a proposal to the ILO within the context of the inception report.

The home-based part of the evaluator's work will be a desk review plus phone/skype interviews and/or electronic surveys. Once on mission, she or he will be able to meet and interview project's stakeholders. These include relevant staff within each country's implementation partner (NSO or private institution), ILO offices, and constituents as appropriate. The evaluator will collect their feedback through face-to-face meetings/focus groups or on the phone. In order to guide the interviews and meetings, the evaluator will develop a questionnaire which will be submitted beforehand to ILO Headquarters. The questionnaire will be included in the inception report.

The proposed evaluation methodology is appropriate to allow an assessment of the progress of the work implemented by Work4Youth, as well as of its quality. It includes home-based work, complemented by a mission to the ILO Headquarters in Geneva and a mission to four target countries.

6.1. Mission preparation (home based)

Document review

The evaluation will review the following documents before undertaking her/his missions or conducting interviews:

- Work4Youth project document
- Work4Youth log-frame and monitoring framework
- Budget reviews (including all official accompanying documents submitted each time, and especially the work-plans)
- Quarterly reports (narrative and financial)
- Monitoring and Evaluation databases and relevant documents
- Work4Youth website pages
- YouthSTATS (youth employment statistics database) on-line platform (under review)
- YouthPOL (youth employment policy database) on-line platform
- Dedicated chapters of the GET Report, National Reports, Regional and Thematic report outlines.

Data collection/review

The evaluation will consult the project's Monitoring and Evaluation system to track Work4Youth progress, review existing quantitative and qualitative data in the system and request more information on progress to the project team whenever necessary.

Publication and output review

The evaluation will review the project's publications, including the finalized drafts. The evaluator will acquire familiarity with the project's research framework through:

- Work4Youth Newsletter
- Introductory letters to Ministry of Labour in target countries, and other introductory documents
- SWTS Methodological guide
- Survey questionnaires (both household and enterprise surveys), and a sample set of terms of reference for each type of survey.

Phone/skype interviews

The evaluator will contact stakeholders in a sub-set of target countries. Such sub-set will be selected among the countries where the first round of survey is completed (please see above). Once the evaluator selects the sub-set of countries to be reviewed from remote, the evaluation team will provide the contacts of relevant stakeholders and make contacts with the ILO office in the country, if any. Meetings will be held on the phone or on skype, in accordance with the evaluator's requests and consistent with these terms of reference.

6.2.Evaluation mission: ILO Headquarters-based review

Individual interviews will be conducted with:

- ILO Work4Youth project staff and ILO staff in Geneva (list to be provided at a later stage by the evaluation team)
- Staff of The MasterCard Foundation who have been closely following Work4Youth implementation since the start (phone-based/skype interviews)
- Other individuals if needed, as identified by the evaluator or the evaluation team.

6.3.Evaluation mission: sample of target countries

The evaluator will conduct individual interviews with relevant stakeholders (contacts to be provided by the evaluation team). In the target countries visited, she or he will hold a debrief/focus group discussion with relevant stakeholders as appropriate, and at the discretion of the ILO country director. The evaluator will be able to seek the support of the ILO country office in organizing the informal events.

6.4.Home-based report drafting

Upon completion of the final report, the evaluator will take part in a videoconference in which she/he will provide a debriefing on the evaluation mission and its preliminary findings to The MasterCard Foundation, the Work4Youth staff and other relevant stakeholders.

5. Main deliverables

The following deliverables are expected by the evaluator:

- a. Inception report: outlining the evaluation methods to be used to carry out the evaluation, and a final work-plan detailing the mission plan submitted to Yuka Okamura, the evaluation manager at the ILO (refer to Annex 3, *Checklist: writing the inception report*);
- b. Draft evaluation report: featuring separate answers to each evaluation question, as well as final recommendations emerging from pulling together findings obtained through the questions. The draft will be submitted to Yuka Okamura, the evaluation manager at the ILO (refer to Annex 4, *Checklist: preparing the evaluation report*);
- c. Final evaluation report: submitted to Yuka Okamura, the evaluation manager at the ILO within one week after receiving final comments on the draft report. The report will follow EVAL format template, including a title page (refer to Annex 5, *Filing in the evaluation title page*) and it will not exceed 50 pages + annexes. The quality of the paper will be determined based on conformity to the EVAL quality standards (refer to Annex 6, *Checklist: rating the quality of evaluation reports*); the report will be professionally edited;
- d. Evaluation summary: submitted to Yuka Okamura, the evaluation manager at the ILO, based on the evaluation report's executive summary (refer to Annex 7, *Checklist: writing the evaluation report summary*);
- e. Debriefing to The MasterCard Foundation, project staff and other direct stakeholders (via videoconference).

6. Management arrangements and work-plan

7.1. Management arrangements

The mid-term independent evaluation will be conducted by a single independent evaluator. She or he will perform all tasks described in these terms of reference, including all missions. ILO country offices in the visited countries will help with organizing hotel bookings, arranging meetings and transportation.

The independent evaluator will be responsible for conducting the evaluation according to these terms of reference. She or he will:

- Review the TOR and provide inputs, if required;
- Prepare an inception report;
- Review project background materials;
- Review the evaluation questions and refine them in collaboration with the evaluation manager as required and develop interview protocols;
- Design a questionnaire and conduct interviews based on it;
- Undertake a mission to four target countries, and collect evaluation data from direct interviews and focus groups;
- Undertake desk review of progress in a set of target countries, selected among those where the first round of survey is completed (Cambodia, Vietnam, Armenia, FYR Macedonia Russian Federation, Ukraine, El Salvador, Peru, Egypt, Jordan, Benin, Liberia, Malawi, Togo, Uganda, and Zambia);
- Undertake an evaluation mission to ILO Headquarters in Geneva;
- Prepare an initial draft of the evaluation report and submit it to the evaluation manager at the ILO. Prepare a final report, reflecting any comments or additional inputs received;
- Submit the final evaluation report after the evaluation missions according to the timeline provided below.

On the ILO's side, the evaluation will be supervised by the Evaluation Manager (Yuka Okumura). The Evaluation Manager will:

- Together with the evaluation team, review final terms of reference for the evaluation and liaise with the ILO's Evaluation Focal Point within the Employment Policy Department, and ILO's EVAL Department for approval;
- Review the evaluation questions with the evaluation team and work with the donor and the evaluator to refine the questions, as necessary;
- Coordinate with project staff to see that meeting schedules are set up;
- Monitor the implementation of the evaluation methodology, as appropriate and as approved by the evaluator and in such a way as to minimize bias in the evaluation findings;
- Review the evaluation report and provide initial comments if necessary;
- Ensure that the evaluation is conducted in accordance with these terms of reference, throughout the whole evaluation and with regard to the preparation of the draft report;
- Circulate the draft evaluation report to all stakeholders;
- Collect comments on the draft from all stakeholders and forward to the evaluator;
- Liaise with Work4Youth staff whenever their engagement is needed to fulfill the requirements above.

7.2.Evaluator's work-plan

Tasks	Work Days	Tentative dates
Review of TOR, initial home-based review, preparation of inception report	5	Sept 16
Evaluation mission (ILO HQ and four target countries) and additional home based reviews	22	Oct 1
Report drafting	10	Nov 1
Finalization of report	5	Dec 2
Debriefing		Dec 9-13
Total	42	

7.3.Work days, fees and payment schedule

(To be finalized upon agreement with evaluator and evaluation manager)

The tasks described above and the deliverables listed in chapter 7 are expected to be completed over 42 person days starting on September 16, 2013, and shall be completed by January 31, 2014.

For the completion of the assignment the ILO will pay a sum covering consulting fees, interpretation costs and editing costs. In addition, when the consultant undertakes missions as described in this TOR, the ILO will reimburse mission airfares and DSA according to the Organization's rules and

regulations. The evaluator is responsible for his own travel arrangements, including purchasing tickets and obtaining necessary visas. If the evaluator buys ticket/s at lower prices with restrictive limits, the ILO will not be responsible for any refunds if the mission is cancelled or postponed.

The payment schedule will be as follows:

- a) USD 13,000 advance payment to cover economy class airfares⁷⁰ and DSA, on submission of inception report detailing the mission plan. This amount will be adjusted against actual costs incurred upon final payment;
- b) USD 10,800 upon submission of deliverables described in points *a* and *b* in section 7 above to the satisfaction of the ILO;
- c) USD 16,200 upon submission of:
 - a. Deliverables described in points *c*, *d* and *e* in section 7 above to the satisfaction of the ILO;
 - b. Original boarding passes/ticket stubs, travel itinerary and proof of payment for the air tickets.

Please note the final payment will be adjusted on the basis of the variance between the advance payment described in point a) and actual costs incurred on the air tickets and DSA.

7.4.Desired competencies of the evaluator

The evaluator should meet the following criteria:

- Experience in evaluation of projects, including minimum eight years direct experience conducting evaluations;
- Experience with quantitative and qualitative research methods aimed to influence policy formulation;
- Experience in working with government agencies. Direct experience in one or more countries under review is an asset;
- Familiarity with the ILO mandate, tripartite structure and technical cooperation activities;
- Understanding of youth employment policy issues in developing countries, particular Africa experience desirable;
- Ability to work independently and efficiently under pressure, handle multi-tasking situations with strong delivery orientation;
- Good interpersonal and cross-cultural communication skills;
- Excellent written and oral communication skills in English. Oral communication skills in Spanish or French would be an asset.

7. Legal and ethical matters

This evaluation will comply with UN norms and standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed. Please refer to the UNEG ethical guidelines: www.unevaluation.org/thicalguidelines.

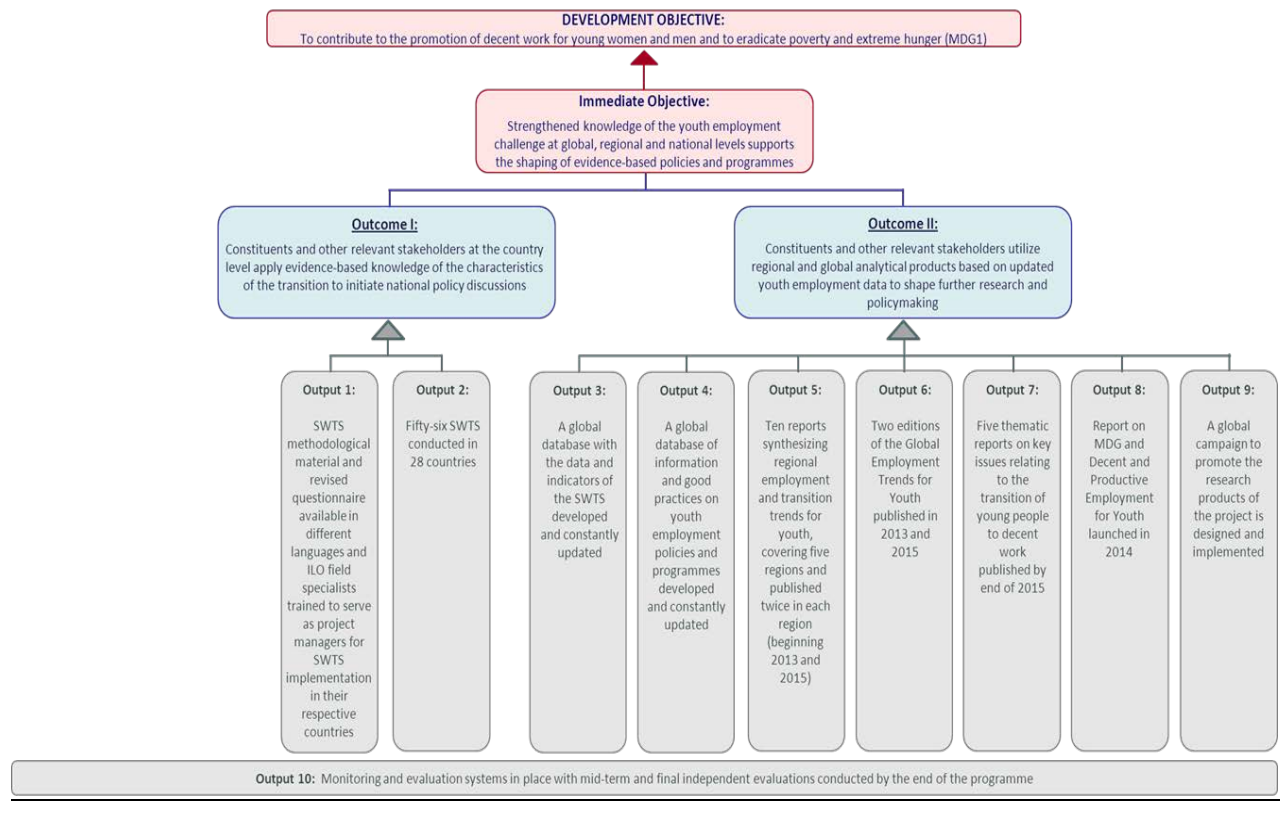
⁷⁰ The reimbursable airfare will not exceed the estimate provided by ILO HQ (Carlsson-Wagonlit) on the basis of the travel plan detailed in the inception report.

To ensure compliance with ILO/UN rules safeguarding the independence of the evaluation, the contractor will not be eligible for technical work on the Work4Youth project for the 12 months following this assignment, and cannot be the evaluator of further project evaluations.

8. Annexes

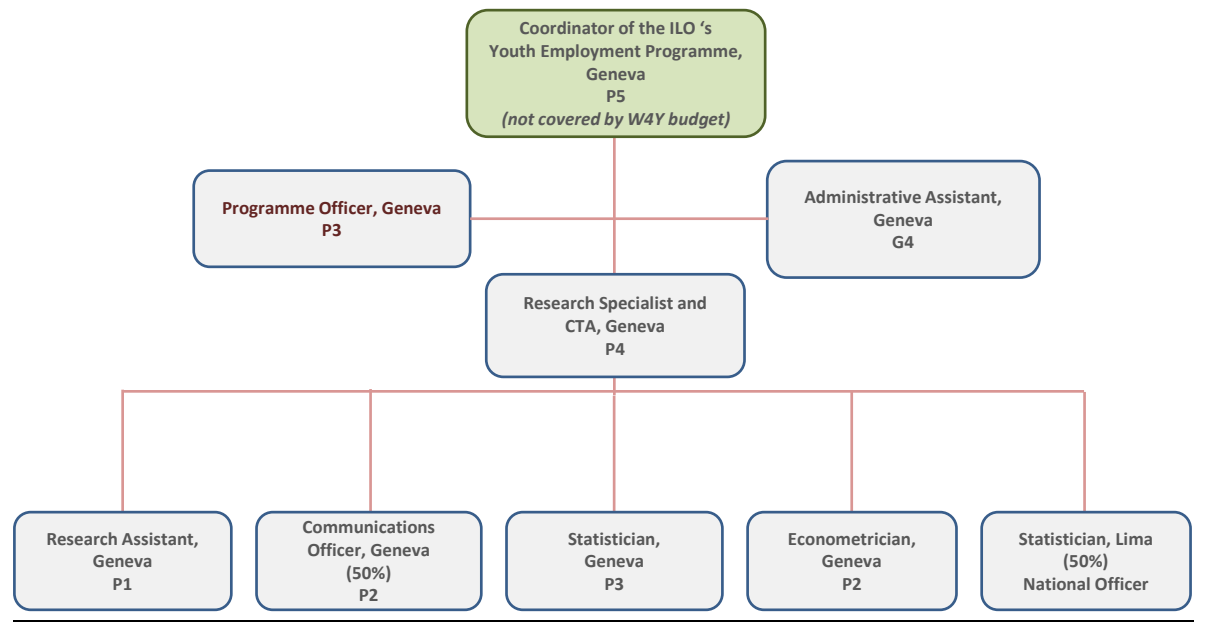
Annex 1: Log Frame

Work4Youth Log Frame Chart



Annex 2: Organigramme

Current Work4Youth Organigramme



ILO Lesson Learned Template

Evaluation Title: W4Y Mid Term Review Project TC/SYMBOL:
GLO/11/01/MCF

Name of Evaluator: Thomas Otter

Date: 29/01/14

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<ul style="list-style-type: none"> • Getting a multinational research project started in 28 countries, using a almost fully centralized management approach, requires an enormous amount of time • Many more than the 28 countries have to be contacted in order to find 28 feasible partners • Partners (National Statistical Office, NSOs) have their own annual schedule and can not quickly engage in new projects • The implementation period of Phase 1 surveys (14 months) was longer then expected • An academic way of SWTS results presentation is not self-explaining to the (results presentation workshop) audience • Workshop participants expect more than general conclusions • Standardized national reports structures were required • Survey partners from private sector are weak in computing indicators and prepare tables for an academic report • MasterCard Foundation reporting and accounts system is much more sophisticated compared to other donors but helps a project to be fully documented and always aware of progress, resource availability and preliminary results • The work with 28 partners in simultaneous processes causes bottlenecks for delivery (national reports)
Context and any related preconditions	<p>Since the School to Work Transition Survey (SWTS) tool had already been developed by ILO in previous years the project could start quickly.</p>
Targeted users / Beneficiaries	<p>The project is working with NSOs in 28 countries in all continents. NSOs, national policy makers, researchers and ILO itself (Youth Employment Policy and Employment Policy) are the main beneficiaries.</p>
Challenges /negative lessons - Causal factors	<p>High quality reports are required for achieving the expected influence on policy dialogue. The bottlenecks for national reports preparation (and in some cases the low performance of national consultants) puts the quality of the products under pressure. As well see above.</p>

Success / Positive Issues - Causal factors	Relevance of the topic and the need for youth employment research achieved that two countries are co-financing the implementation of national surveys with additional public funds.
ILO Administrative Issues (staff, resources, design, implementation)	A centralized approach seems to be suitable for a research project. Partially decentralized approaches reduce travel costs. Scope of tasks and pressure regarding the quality of delivery were under estimated.

ILO Emerging Good Practice Template

Being currently revised, new version end of 2013

Evaluation Title: W4Y Mid Term Review Project

TC/SYMBOL:

GLO/11/01/MCF

Name of Evaluator: Thomas Otter

Date:

29/01/14

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>The use of standardized national report templates (helped the consultants to find their way through the information)</p> <p>The use of the sophisticated MCF reporting system increases M&E compared to other ILO projects</p> <p>The production of global, regional and national products helps the visibility of the project since it is able to deliver global, regional and local messages and through different channels (media).</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The unusual extensive work in communication is only possible because of an unusually high budget for communication.</p> <p>The use of the MCF reporting and M&E system requires time and might take some human resources away from more substantial project work</p>
Establish a clear cause-effect relationship	<p>Not clear which cause effect relationship the template is asking for.</p>
Indicate measurable impact and targeted beneficiaries	<p>Not yet measurable since this was a Mid Term Review.</p>
Potential for replication and by whom	<p>By ILO whenever additional financial resources are available.</p>

<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>The W4Y project is thematically relevant regarding the striking level of importance governments give to the youth employment problem worldwide. The project has a high level of relevance, strategically and institutionally, for ILO, since it helps to implement important recommendations made to ILO in 2009 by the Independent evaluation of the ILO's strategy to improve member States' capacities to develop policies and programmes focused on youth employment. It also directly contributes to the implementation of the 2012 recommendation on youth employment 'Call for action', formulated by ILO constituents in conclusion to the 101st International Labour Conference in Geneva. The results framework of the W4Y proved to be relevant regarding national reports and for the GET Youth report. There is still, however, insufficient evidence to allow for an in-depth analysis of the relevance and validity of design of YouthPOL and regional reports. In future, the youth employment will also be high on the strategic agenda of ILO (also see sustainability chapter further below in this report). In the Programme and Budget (P&B) proposal for 2014-15, ILO defines eight areas of critical importance, which will receive priority attention through teamwork and cooperation between different ILO departments. The second of these areas of critical importance is Jobs and Skills for Youth.</p>
<p>Other documents or relevant comments</p>	<p>None so far.</p>